E/ECA/TCD/55

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GLOBAL EVALUATION REPORT OF THE

UNTACDA

UNITED NATIONS
TRANSPORT AND COMMUNICATIONS DECADE
FOR AFRICA 1978-1988

LC/NAIROB

UNITED NATIONS
ECONOMIC COMMISSION FOR AFRICA

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FOREWORD

This evaluation report has been prepared pursuant to resolution ECA/UNTACDA/Res.86/55 adopted by the Conference of African Ministers of Transport, Communications and Planning at its Fifth Meeting held in Harare, Zimbabwe in March 1986. The resolution called for an in-depth evaluation of the programme of the United Nations Transport and Communications Decade in Africa, the recommendations from which are to be used as a basis for the African governments, the United Nations System, financing institutions and donors to guide the choice, design and management of future programmes and modes of assistance for further development of transport and communications sectors in Africa.

The evaluation of, the programme was carried out by a team of consultants who undertook an in-depth evaluation of each subsector of transport and communications in addition to a global evaluation.

All these reports were first considered by the eleventh meeting of the Inter-Agency Co-ordinating Committee on UNTACDA (IACC) in February 1988. At that time IACC proposed certain refinements to the global report and once these had been effected, the IACC had an extraordinary meeting immediately preceding the Sixth Meeting of the Conference of African Ministers of Transport, Communications and Planning in March 1988 in Kinshasa, Zaire, at which the report was finalized for onward transmission to the Sixth Meeting of the Conference of Ministers.

In its present form, the report incorporates the resolution of the sixth meeting of Conference of African Ministers of Transport Communications and Planning on the actions to be taken as a sequel to the Decade (1978-1988) - Resolution ECA/UNTACDA/Res.88/73- as well as excerpts from some of the statements that were made at that meeting.

Adebayo Adedeji
United Nations Under-Secretary-General
and
Executive Secretary of ECA

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CHAPTER I

I. INTRODUCTION

1.1 Objectives of the evaluation

1. The United Nations Transport and Communications Decade for Africa (1978-1988) comes to its close this year. This evaluation report is in response to the wishes expressed by the Conference of African Ministers of Transport, Communications and Planning, the policy body of the Decade, which in its resolution ECA/UNTACDA/Res.86/55 of 11th March 1986, requested that a detailed evaluation of the Decade be undertaken by the Economic Commission for Africa.

2. The United Nations Transport and Communications Decade for Africa is an original experience, at least for two reasons: it applies to only one region of the world, whereas formerly, the United Nations "Years" and "Decades" were designed for the entire world community. The experience is also unique in that it involves an outstanding effort aimed at totally restructuring extroverted transport and communications systems, legacies of the colonial era, as well as at establishing integrated and harmonized systems, whose main role has been to sustain and promote socio-economic development and cooperation within Africa as a single regional entity. The lessons to be learnt from this experience, is of interest not only to the African people, but are also of interest to the entire international community, primarily the United Nations system, which is continously striving for the establishment of a new international economic order.

3. The main objective of this evaluation therefore, is to consider the relevance, effectiveness and impact of the Decade as it comes to its close. According to the terms of reference, (document DEC/TRANSCOM/18/Rev.1) the evaluation should make it possible to draw lessons from the conception, planning and implementation of the Decade, as well as to formulate recommendations addressed to African States, the United Nations System, specialized agencies, financing institutions and financial backers, on the course which the subsequent development of transport and communications in Africa should follow after the close of this Decade.

1.2 Methodology

4. The evaluation exercise was carried out in four phases. After a briefing session at the ECA, the evaluators first examined the documents

available at the Decade Coordination Unit of the ECA Transport, Communications and Tourism Division (TCTD). Following this study which lasted approximately one month, a preliminary report was submitted to the ECA for its consideration and approval. On the basis of this first analysis, the evaluators spent apporximately one month on field missions to a number of countries in order to assess the quantitative and particularly the qualitative impact of the Decade. The results of the field missions were analysed and the evaluation reports were prepared separately for each mode of transport and sub-sector of communications. This is the global report on the overall evaluation of the overall Decade programme.

5. Initially, 29 countries were selected for field evaluation jointly by the evaluators and the Decade Co-ordination Unit of the TCTD in ECA, in accordance with the following criteria: (a) the concentration of projects of a main sub-sector in a particular country and the countries that are most interested in a particular sub-sector; (b) land-locked and isolated countries; (c) countries with high (or low) implementation rate of Decade projects; (d) the existence within a country of one or several regional or subregional organizations and (e) the subregional division of Africa. However, only sixteen countries which cleared the mission request on time were eventually visited. The political and administrative authorities in these countries responded to the questionnaires which had been submitted to them.

6. The evaluation team also interviewed the professional staff members of the Transport, Communications and Tourism Division, as well as senior ECA officials who participated in the conception, planning, promotion, co-ordination and monitoring of the Decade programme.

7. The criteria for the evaluation are drawn from the terms of reference of the mandate: the relevance and efficiency of the global strategy, the global objectives and priorities, defined and viewed within the perspective of Africa's development needs.

1.3 Scope of the evaluation

8. The subject matter dealt with in this report is quite complex. In fact the Decade concerns ten sub-sectors including seven modes in the transport sector: roads and road transport, railways and rail transport, maritime transport, ports, air transport, inland water transport and multimodal transport; as well as three sub-sectors in the communications sector: telecommunications, broadcasting and postal services. The Decade consists of a large series of activities: planning, organization,

promotion, co-ordination of regional, subregional and inter-agency co-operation, mobilization of technical and financial resources, negotiations of conventions etc. It applies to an immense territory, covering about fifty countries, which are themselves characterized by various distinctive features: some countries are densely populated whilst others are very sparesely populated; some countries are very poor whilst others are comparatively richer; some are more stable, more organized and well structured whilst several are not; some are coastal whilst others are completely land-locked, and isolated, etc. The Decade involves a host of contributors: governments, African regional/subregional and Specialized Organizations, Specialized Agencies of the United Nations System, bilateral and multinational financial backers, international as well as local African subregional and regional financing institutions.

1.4 The evaluation team

9. The evaluation was carried out by a team of independent external experts. Their assignments were based on the terms of reference which was approved by the Inter-Agency Co-ordination Committee (IACC) of the Decade at its tenth meeting in March 1987. The exercise lasted for about six months.

The following constituted the evaluation team for the Decade programme.

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Air Transport
Mr J.N. Kahuki
Director of Civil Aviation
Kenya and
Mr Abdeljaouad Daudi (fell ill while on field mission)
Directeur General de l'Administration de l'Air
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Ports and Inland Transport System
Mr Bigot Mamadou
Chef de la Division Etudes et Recherches
IDREM, Abidjan - Cote d'Ivoire

Maritime and Inland Water Transport System
Mr Belay Abebe
Consultant, Ethiopia

Telecommunications and Broadcasting
Mr Mamadou Ba
Conseiller Technique
Ministere de l'Information et des Telecommunciations
Mali

Postal Services
Mr E. A. Chimwaza
Economist, OAU

1.5 Countries and Organizations visited

10. For practical reasons it was not possible to cover all fifty member States, all specialized regional and subregional organizations as well as all financial institutions which participated in the Decade, in order to assess each project in the voluminous Decade programme, or to assess the impact of the Decade on projects and programmes which were not included in the programme.

11. Field missions were undertaken to the following countries: Cote d'Ivoire, Djibouti, Ethiopia, Ghana, Kenya, Malawi, Mauritius, Morocco, Mozambique, Nigeria, Senegal, Sudan, Tanzania, Uganda, Zaire and Zambia.

12. Members of the team also interviewed representatives of the following regional and subregional organizations during the field missions: African Development Bank (Abidjan); Africa Civil Aviation Commission

(Dakar); African Airlines Association (Nairobi); Economic Community of West African States (Lagos); International Civil Aviation Organization (Nairobi, Dakar); International Telecommunications Union (Addis Ababa); Ministerial Conference of West African States for Maritime Transport (Abidjan); Pan-African Telecommunications Union (Kinshasa); Preferential Trade Area (Lusaka); Southern African Transport and Communications Commission (Maputo); Union of African Railways (Kinshasa); the United Nations Development Programme (Addis Ababa) and the World Bank (Addis Ababa). Written replies to questionnaires sent out by the evaluators to various organizations were received from the International Civil Aviation Organization (Montreal), International Labour Organization (Regional Office for Africa, Addis Ababa), Preferential Trade Area for Eastern and Southern Africa (Lusaka), and Pan-African Postal Union (Arusha).

13. In addition, the evaluators were also able to interview several ministers and members of relevant transport associations who attended meetings at ECA.

CHAPTER II

CONTEXT AND BACKGROUND TO THE PROCLAMATION OF THE DECADE

2.1 Origin and role of existing transport and communications systems

14. At independence Africa inherited totally extroverted transport and communications systems which were designed to serve foreign interests and, consequently, were unsuited to the endogenous and self-sustained development of Africa. At a time when the technological revolution in this sector has virtually eliminated distances that have traditionally been imposed by space, it is indeed disheartening that even now, in order to reach some other African country either by plane or by telephone, it is necessary to transit through Europe.

15. The geographical distribution of transport and communications infrastructure developed in Africa under the colonial era has been derived from a neolithic model trade, mining and agriculture. Such infrastructure is not based on the geographical distribution of traditional populations. Thus, the transport and communications systems in Africa were developed during the colonialization period with the major objective of facilitating access to regions in the interior devoted to the cultivation and development of commodities for export to an overseas colonial markets. This explains why the structure of transport and communications networks in Africa are totally oriented from the interior of the continent towards the coastal region, instead of from one coast to the other or from one region to the other. Similarly, the penetration of modern means of transport and communications in Africa has only one objective - to convey goods and information from Africa towards regions outside the continent and vice-versa, rather than to link together the various subregions of Africa.

16. One of the particular characteristics of transport and communications in Africa, resulting directly from this situation, is that they utilize long routes. This is the case whether these are links between Africa and the rest of the world, or links among African countries, because of the absence of direct operational transport and communication links within Africa. This situation gives rise to several other serious consequences: several African countries are obliged to devote a very high percentage of their already very limited resources to the transport and communications sectors. According to some estimates, road maintenance in Africa south of the Sahara requires a proportion of the GNP three times higher than that required by other

developing countries. Statistics also reveal that transport costs amount to more than 15 per cent of the final price of several African export commodities, making such commodities less competitive at international level, and that the 14 land-locked countries in sub-Saharan Africa pay additional transit charges in the region of 20 per cent of the value of goods transported. This has disastrous consequences for the balance of payments, as well as for the national economies and development in general.

2.2 Restructuring transport and communications systems in order to support and promote development in Africa

17. Upon their accession to political independence, African countries inherited theories on development and economic growth which in most cases forced the rate and orientation of internal socio-economic development to remain closely linked to the export markets, as well as to the importation of expertise, techniques, equipment, services and modern consumer goods. However, the States quickly realised that conventional political theories and instruments for economic development were not effective and that new concepts and methods were urgently required. They also realized that they would have greather chances of attaining some of their objectives and protect some of their resources by cooperating closely among themselves, rather than by acting individually. Unfortunately, there was no strategy for economic integration, no appropriate conceptual framework, nor a series of coordinated policies to attain this objective at the regional level.

18. The ECA in 1976 prepared a working document entitled "Revised Master Plan for the Establishment of a New International Economic Order in Africa, 1976-1986" (document E/CN.14/90/Rev.3) thus starting off a process which was to culminate in the adoption of the Monrovia Strategy in July 1979 and the Lagos Plan of Action for its implementation, in 1980.

19. The revised Master Plan takes into account the principles outlined in the "OAU African Declaration on Co-operation, Development and Economic Independence", adopted by the Heads of State and Government at the tenth anniversary of the Organization in May 1973 (Resolution CM.ST.12 (XXI)), as well as the principles expressed in resolutions 3201(S-VI) and 3202 (S-VI) adopted by the United Nations General Assembly on 9th and 16th May 1974, respectively, in relation to the establishment of a new international economic order. The plan proposed a long term global strategy, calling for a total break with the past, using as its basis

the principle that endogenous and self-sustained development and economic growth are the backbone of political independence, since they can lead to the economic decolonialization of Africa "The Development of the Monrovia Strategy and the Lagos Plan of Action: a Regional Concept of Economic Decolonialization" (Adebayo Adedeji).

20. The proposed development strategy highlights the establishment of a structure comprising basic industries, which in addition to their capacity to mutually protect each other, are also capable of providing powerful growth generating impulses to sectors, particularly agriculture and development of the rural areas, as well as the establishment of more effective measures in other priority sectors, including the transport and communications sectors, considered here as essential instruments for stimulating such growth. From then on, the mandate for developing these two sectors changed radically. The new approach brought a new challenge: how to structure and develop transport and communications in order to structure an economy based on cooperation in Africa.

2.3 Background to the proclamation of the Decade

21. The determination to strive for the economic integration of the continent and to make collective efforts in tackling transport and communications problems in Africa, has become increasingly firm and shared by all African leaders since the early sixties, following their accession to political independence and national souvereignty. As early as 1963, Article II of the OAU Charter adopted in Addis Ababa at the first Summit meeting of this Organization, stipulated that member States should co-ordinate and harmonize their policies on economic co-operation, including transport and communications, thus providing African governments with a common platform for tackling transport and communications problems at the regional level.

22. Ten years later, in June 1973, at the tenth Summit Session of the OAU, African heads of State and government adopted the "African Declaration on Co-operation, Development and Economic Independence" (Resolution CM/ST-12(XXI) which envisaged among other things, the development of transport and communications infrastructure in Africa with a view to ensuring the economic integration of the continent and the establishment of an African Common Market.

23. In June 1974, in Mogadishu, Somalia, the eleventh OAU Summit meeting adopted specific resolutions on co-operation and co-ordination among African transport systems, with a view to integrating the entire

network of transport and communications systems in Africa. In substance, the Summit concluded that:

(i) The whole problem of transport and telecommunications infrastructure in Africa must be considered first and foremost within the perspective of trade among African countries.

(ii) The entire problem consists in formulating policy and creating a single economic entity for the African continent.

(iii) Co-operation aimed at the integration of African economies is the most dynamic development strategy.

(iv) In addition to being an indispensable tool for regional integration, regional co-operation will ensure the hamronization and strengthening of African positions in their external relations and consequently, their meaningful contribution to the modification of international relations, in a manner that could be conducive to conditions favourable to development.

(v) The harmonization and co-ordination of transport and communications infrastructure in Africa should play a major role in co-operation aimed at economic integration.

24. However, it was in April 1976 that the idea of a transport and communications Decade in Africa was launched for the first time by the Cameroon delegation to the Paris Conference on international economic co-operation, the so-called "North-South" negotiations for the new economic order. The North-South Conference thus endorsed the idea and principle of the Decade. It should be pointed out here that the idea of proclaiming this Decade was spontaneous during the discussions, it occurred to the delegation as a possible means of crystallizing a definite form of economic co-operation between the north and the south.

25. Similarly, it was in 1976 that the ECA, following the restructuring of its Secretariat, established the Transport, Communications and Tourism Division. The following year, in February 1977 at its fourth meeting held in Kinshasa, the ECA Conference of Ministers adopted Resolution 291(XIII) requesting the international community and the General Assembly to proclaim a Transport and Communications Decade in Africa over the years 1978-1988.

26. Resolution 291(XIII) was immediately ratified by the United Nations Economic and Social Council (ECOSOC) in its Resolution 2097 (LXIII), adopted in July 1977, recommending that the General Assembly proclaim the Decade. This was subsequently approved by the General Assembly in its Resolution 32/160, of 19th December 1977, which specifically endorsed the recommendations contained in paragraph 1 of Resolution 291(XIII), declaring the period 1978-1988 as the United Nations Transport and Communications Decade in Africa and requested the UN Secretary General to mobilize all resources necessary to ensure its success.

27. The first meeting on the Transport and Communications Decade in Africa, was organized by the ECA from 2? to 23 March 1978, bringing together all United Nations and African organizations that could assist African countries in preparing the detailed Plan of Action for the Decade, as well as in the co-ordination and mobilization of the financial and technical resources required for the success of the Decade.

28. In May 1978, the ECA Executive Committee in its Resolution ECO (XVIII) Res. 2, decided to convene early in 1979, a meeting of African Ministers of Transport, Communications, Public Works and Planning, with a view to adopting an African global strategy and a detailed plan of action for implementing the transport and communications Decade in Africa. In July of the same year, through their Resolution CM/Res. 675(XXXI), the OAU Heads of State and Government confirmed the need for convening the above meeting.

29. The first meeting of Ministers of Transport, Communications and Planning was held the following year, from 9 to 12 May 1979. This first meeting organized jointly by the ECA and the OAU, in which several international and intergovernmental organizations participated, was aimed at considering reports and recommendations submitted by experts, adopting the proposed global strategy and plan of action, as well as launching the first phase of the Decade.

30. In July 1979, Resolution 291(XIII) was further suported by the OAU Assembly of Heads of State and Government in Monrovia, and the Decade was subsequently incorporated into the 1980 Lagos Plan of Action (1980-2000) which defines the regional strategy for the economic decolonialization of Africa.

CHAPTER III

ANALYSIS OF THE CONCEPT OF THE DECADE PROGRAMME

3.1 Relevance of the strategy and the objectives

31. A strategy in this instance basically presupposes a clear definition of (a) the desired aim and the global objectives to pursue by means of, (b) a master plan of action to be implemented, clearly defining the specific objectives and desired achievements, in accordance with an established order of priority and a well-defined realistic programme of (c) the executing and monitoring institutional mechanisms, each having well-defined roles concerning their specific and complementary aspects, as well as (d) carefully and adequately planned financial and technical resources for its implementation.

32. The global strategy for the Decade is officially defined in document E/CN.14/726-E/CN.14/ECO/190/Rev.3 which outlines the strategy and general objectives for the development of Africa according to an African vision, based on the principles of self-sufficiency, endogenous efforts and cooperation among African countries. It should be recalled that the revised ECA Master Plan served as the main intellectual and theoretical spring board for developing the Monrovia Strategy and the Lagos Plan of Action. It should be mentioned here that the Decade global strategy was formulated before the Lagos Plan of Action and that it was incorporated into the LPA in its entirety.

3.2 The strategy

33. The strategy adopted for the Decade can be defined as the attainment of independence, autonomy and cooperation among African States in the transport and communications sector (E/CN.14/726-E/CN.14/TRANS/147 para. 12). In concrete terms, taking into account resolutions 291(XIII), 2097 (LXIII) and 32/160, the aim of the Decade strategy is to facilitate the establishment of an integrated transport and communications network throughout the continent with particular emphasis on harmonization, coordination and modernization primarily for the purpose of supporting the development of key sectors such as industry, agriculture and trade.

34. The Decade programme was to be implemented in two phases as follows:

Phase I: 1980-1983

- Continued implementation of on-going projects;
- Implementation of projects already identified and studied and which are only waiting to be financed;
- Identification of technical feasibility and economic studies of other projects and search for their sources of financing.

Phase II: 1984-1988

- Continued implementation of projects undertaken in the course of the first phase;
- Financing and implementation of new projects;
- Continuation and identification of other new projects.

3.3 The global objectives

35. The global objectives of the Decade which have been reaffirmed on many occasions and since then included in the Lagos Plan of Action, after having been reviewed and reaffirmed by the Conference of African Ministers of Transport, Communications and Planning in 1981 are shown in Table 1. The tenth objective was not included in the initial list contained in the global strategy (document E/CN.14/726 - E/CN.14/TRANS 147, paragraph 35) nor in the Lagos Plan of Action; it was added by the Conference of African Ministers of Transport, Communications and Planning during its third meeting in Cairo in 1983. It establishes in effect the determination to correct the outward oriented transport and communications systems inherited from the colonial era.

Table 1

GLOBAL OBJECTIVES OF THE DECADE

Objective 1: Promote the integration of transport and communications infrastructure with a view to increasing intra-African trade;

Objective 2: Ensure the coordination of the various transport systems in order to increase their efficiency;

Objective 3: Open up land-locked countries and isolated regions;

Objective 4: Harmonize national regulations and reduce to the bare minimum, physical and non-physical barriers with a view to facilitating the movement of persons and goods;

Objective 5: Stimulate the use of local human and material resources;

Objective 6: Standardize networks and equipment;

Objective 7: Research and disseminate techniques appropriate to the African context in relation to the establishment of transport and communications infrastructure;

Objective 8: Promote African industry particularly the manufacture of transport and communciations equipment;

Objective 9: Mobilize technical and financial resources required for the expansion and modernization of transport and communications infrastructures in Africa;

Objective 10: Restructure the transport and communications sectors to ensure that African trade with the rest of the world takes place under conditions most favourable modernizcontinent.

Notes:

1. Key words underlined
2. The tenth objectctive 10ive was added by the Conference of Ministers of Transport and Communications in Cairo, in 1983.

36. These main objectives adequately summarize what can already be termed "The African Transport and Communications Policy". They provide an excellent framework for the development strategy for Africa, in accordance with the spirit of the Revised Master Plan. Similarly, the fact that these objectives became an integral part of the Lagos Plan of Action, 1980-2000, is sufficient proof of their relevance to Africa's development needs. However, their wordings do not offer an adequate framework to facilitate the definition of sectorial and subsectorial objectives and guidelines. On the basis of recommendations formulated at the Paris Round Table in 1983 and those passed by the third Meeting of Expe ts, it is proposed that objectives 1, 2, 5 and 6 be amended and that an eleventh objective be added as outlined below:

Objective 1: Promote the expansion and integration of transport and communications infrastructure and services" with a view to increasing intra-African trade;

Objective 2: Ensure the coordination of the various transport "and communications networks and improve their management" in order to increase their efficiency;

Objective 5: "Establish training institutions for management and support personnel" and stimulate the use of local human and material resources;

Objective 6: Standardize "and modernize" networks, equipment and the design of infrastructure.

Objective 11: Define subregional and regional development policies and master plans for each transport mode, as well as a global master plans integrating all the transport modes and harmonize national transport and communications policies and plans at subregional and regional levels

37. The global strategy was designed to serve as a long term framework for detailed planning of transport and communications in Africa over several decades to come. It would therefore be erroneous to expect that all the objectives would all be attained during the course of a single Decade.

3.4 Relevance of sectorial objectives

38. The global objectives provided guidelines that should be adhered to in the definition of sectorial or modal objectives. Their relevance

in relation to their coverage of the fundamental objectives and the manner in which they reflect these main objectives is analyzed below.

3.4.1 Sectorial objectives of the first phase programme

39. Document E/CN.14/726-E/CN.14/TRANS 147 states in paragraph 15 that for each transport mode and communications sub-sector, the fundamental objectives must be reflected in the strategy adopted and in the specific activities to be undertaken, in order to attain the objectives laid down. With regard to each sub-sector, this strategy was to follow the guidelines in order to link up with the main objectives of the Decade. These guidelines are cross-checked against the global objectives in Table 2.

40. These guidelines adequately take into account the fundamental objectives 1, 2, 4, 5, 7, 8 and 9, relating to the harmonization of regulations and procedures as well as the elimination of physical and non-physical barriers, training of administrative and technical personnel, development of manufacturing industries to produce transport and communications equipment and the establishment of transport and communications development policies. The objectives on land-locked regions (3) and standardization of equipment (6) as well as the objective on restructuring the transport and communications sectors (10) which was added in 1981 were not adequately covered however. Thus, the guidelines in relation to the establishment of sub-sectorial objectives have not reflected all the fundamental objectives in the first phase.

3.4.2 Sectorial objectives of the second phase programme

41. The documents of the second phase programme defined specific objectives for the transport and communications sectors, respectively. The extent to which they conform to the global objectives is examined below.

42. In the transport sector, in addition to the sector objectives for the first phase programme, five important objectives were specified, (document E/ECA/TCD/16 para. 20). These are:

(a) strengthening transport planning and maintenance capacities;

(b) improving the performance of institutions and operating agencies in this sector;

(c) increasing energy efficiency in transport;

(d) expanding rural transport networks and improving rural transport services; and

(e) supporting the growth of international trade both within and outside Africa:

The relevance of these to the global objectives are also shown in Table 2.

43. In the Communications sector the global objectives of the Decade were translated into sector objectives as follows (document E/ECA/TCD/17, para. 22):

(a) effective maintenance and efficient operation of existing services and networks;

(b) development of adequate manpower at all levels;

(c) expansion of infrastructure through the adequate provision of material resources in order to attain reasonable levels of service availability especially in rural communities;

(d) establishment of adequate means of planning national and regional services;

(e) development of medium and long term national and regional master plans for the development of communications;

(f) harmonization of tariffs and international accounting procedures with a view to facilitating intra-regional communications;

(g) establishment of industries for manufacturing basic equipment (receiving sets, cables, telephones, etc.).

44. Five important objectives were added in the communications sector, emphasizing the coordination of communications networks and support institutions in member countries (document E/ECA/TCD/17; para. 17. These are summarized in Table 2.

45. It can be seen from this analysis that in both the first and second phases of the Decade, the guidelines to establish sectorial objectives did adequately reflect most of the global objectives of the Decade.

Consideration of Table 2 shows however that at least fundamental objectives 3, 6 and 10 were not adequately taken into account.

Table 2: CONSIDERATION OF THE MAIN OBJECTIVES IN THE DEFINITION OF SECTORIAL OBJECTIVES

MAIN DECADE OBJECTIVES \ DECADE SECTORIAL OBJECTIVES	Guidelines laid down at the begining of the Transport and Communications Decade						New guidelines laid down for the preparation of Phase II										
							TRANSPORT							COMMUNICATIONS			
	Manpower training	Establishment of infrastructure	Establishment of industries	Adoption of legislative measures and standardization	Establishment of strengthening of policy centres	Establishment of coordination mechanism	Strengthening maintenance and capacity and planning	Improvement of the efficiency of institutions	Effectiveness of the use of energy	Extension and improvement of rural services	Support for intra-African and foreign trade	Improvement and extension of national networks	Extension of rural services and networks	Expansion of training institution	Use of new techniques	Extension of PANAFTEL land network	Establishment of industry
Objective 1: INTEGRATION		X									X					X	
Objective 2: CO-ORDINATION						X	X		X							X	
Objective 3: DISENCLAVEMENT		X											X				
Objective 4: HARMONIZATION				X													
Objective 5: LOCAL RESOURCES	X							X						X			
Objective 6: STANDARDIZATION										X							
Objective 7: ADAPTATION					X		X	X									
Objective 8: SPECIALIZED INDUSTRIES			X														X
Objective 9: MOBILIZATION		X			X					X		X			X		
Objective 10: RESTRUCTURING											X						

3.5 Relevance of sub-sectorial objectives

46. The sub-sectorial objectives are also defined in document E/CN.14/726 - CN.14/TRANS/147. These are summarized below and an attempt has been made to link them with the fundamental objectives of the Decade in order to see to what extent these were taken into consideration. These are shown in Table 3 for each subsector. It should be pointed out that some of the objectives are global in nature and are not necessarily spelt out in all sub-sectorial objectives, nor can

they be sepecifically implemented on the basis of individual modal projects. More specifically, Objective 9 on mobilization of resources, and Objective 10 on restructuring of the transport and communications systems, were pursued at the global level. For example, the mobilization of resources through the technical consultative meetings and the co-financing meetings, applied to all relevant projects in all subsectors.

47. As concerns restructuring (Objective 10), it was conceived at both the global and sub-sector levels. The fact that some subsectors did not have specific projects dealing with restructuring implies that those subsectors did not require internal restructuring, nevertheless restructuring at the global level was still required. Thus, this would not have been reflected in an anaysis of sub-sectorial objectives.

3.5.1 Transport sector

(i) Roads and road transport: - Only the global objectives 1, 4, and 5 seem to have been pursued in the road sub-sector. These relate to the integration of infrastructure to increase intra-African trade, the harmonization of regulations and the elimination of barriers in order to facilitate the movement of persons and goods and finally, the promotion of the use of management staff and skilled labour.

(ii) Railways and rail transport: The correlation between the sub-sectorial objectives with those of the main objectives shows that the main objectives 1, 5, 6, 9 and 10 seem to have been adequately pursued in the rail transport sub-sector; these concern the integration of infrastructure, the use of African management staff and skilled manpower, the standardization of networks and equipment, mobilization of resources as well as the extention and modernization of railways.

(iii) Ports and maritime transport: The correlation between the sub-sectorial objectives in this sector and those of the main objectives of the Decade reveals that the main objectives 1, 4, 5, 6, 7, 9 and 10 seem to have been adequately pursued in the ports and maritime transport sub-sectors. They concern the integration of infrastructure, harmonization, promotion of the use of local resources, standardization of networks and equipment, adaptation of technology, the expansion, modernization and restructuring of the two sectors.

Table 3: Consideration of the main objectives of the Decade in the definition of sub-sectorial objectives

Main objectives of the Decade	Roads	Rail	Maritime	Ports	Air	Inland	Multi-	Telecom.	Broadcasting	Posts
Objective 1: Integration	x	x	x	x	x	x		x	x	x
Objective 2: Coordination					x	x	x	x		x
Objective 3: Opening-up of land-locked regions						x		x		
Objective 4: Harmonization	x		x	x	x	x	x	x	x	x
Objective 5: Local resources	x	x	x	x	x	x	x	x	x	x
Objective 6: Standardization		x	x	x		x	x			
Objective 7: Adaptation			x				x			
Objective 8: Specialized Industry					x	x		x	x	
Objective 9: Mobilization	x	x	x	x	x	x	x	x	x	x
Objective 10: Restructuring		x	x	x	x	x	x		x	x

(iv) Air transport: The sub-sectorial objectives in air transport are in conformity with the main objectives of the Decade in that the main objectives pursued in the sub-sector seem to be integration of infrastructure and services, network coordination, elimination of non-physical barriers and promotion of the use of local human resources, specialized industries and restructuring. That is, objectives 1, 2, 4, 5, 8 and 10.

(v) River and lake transport: The specific objectives of the inland water transport sub-sector seem to cover all the main objectives of the Decade, except objective 7: research and diffusion of techniques adapted to the African context; perhaps so because of the dissimilarity in characteristics among the rivers and lakes.

(vi) Mutlimodal transport: The main objectives which seem to have been pursued in the multimodal transport sub-sector are objectives 2, 4, 5, 6, 7 and 9 which relate to co-ordination, training and use of human resources, standardization of equipment, research of techniques adapted to the African context and extension of services.

3.5.2 Communications sector

(i) Telecommunciations: In the telecommunications sub-sector the main objectives which seem to have been pursued are objectives 1, 2, 4, 5, 8 and 9, relating to the integration of infrastructure, coordination of various networks, standardization of systems and procedures, promotion of the use of local resources, development of a manufacturing industry for producing telecommunications equipment and spare parts, as well as improvement and extension of the networks.

(ii) Broadcasting: In this sub-sector, the main objectives pursued are: 1, 4, 5, 8, 9 and 10. These concern integration and harmonization, elimination of physical and non-physical barriers, promotion of the use of local resources, establishment of a manufacturing industry in the sector, promotion, extension and modernization of existing systems.

(iii) Postal services: In the postal services sub-sector, the main objectives pursued are 1, 2, 4, 5, 9 and 10, relating to integration and coordination of multinational services, harmonization, promotion of use of local human resources, as well as resource mobilization and restructuring.

48. Thus Table 3 shows to what extent the global Decade objectives were taken into account in the definition of sub-sectorial objectives. According to this analysis, eight of the ten main objectives were generally adequately taken into consideration in most of the sub-sectors. The two main objectives which do not seem to have been sufficiently taken into consideration in the definition of sub-sectorial objectives are: opening up of land-locked regions (objective 3) and adaptation of techniques to suit the African context in the transport and communications sectors (objective 7).

3.6 Relevance of the implementation priorities

49. Initially, the sole criteria utilized in defining priority orders to be respected in the execution of projects was the geographical impact (document DEC/TRANSCOM/WP/GEN; para. 6). On this basis, three priority orders were laid down initially and reaffirmed during the preparation of the second phase as per resolution ECA/UNTACDA/Res. 84/32. These are:

- First priority: Regional, subregional and national projects with subregional impact;

- Second priority: Projects for least developed countries;

- Third priority: Purely national projects.

50. In the preparation of the phase two programme, the priority order listed above was reconfirmed by the Conference of African Ministers of Transport, Communications and Planning, both at their meeting in Cairo in March 1983 (resolution ECA/UNTACDA/Res.83/23) and their meeting in Conakry in March 1984 (resolution ECA/UNTACDA/Res.84/32).

51. However, following a recommendation made in the draft programme for the second phase (DEC/TRANSCOM/CM/111/3; page 2), approved in 1984 by the Conference of Ministers of Transport and Communications resolution ECA/UNTACDA/Res.84/24, projects in the second and third priority orders were classified under four categories as follows:

Category A: rehabilitation projects, maintenance projects and on-going projects;

Category B: projects for which feasibility and engineering studies were available and therefore ready for investment.

Category C: projects for which there were no feasibility studies.

Category D: study projects which do not necessarily lead to investments, technical assistance nor training projects (see also document E/ECA/TCD/17).

52. Thus five categories were defined within the confirmed priority order as follows:

(i) Rehabilitation and maintenance;

(ii) Training and technical assistance;

(iii) Inter-State links;

(iv) Regional, subregional and national projects with subregional impact;

(v) National priority projects.

53. This presentation of the second phase programme however seemed to suggest a priority order which gave precedence to rehabilitation and maintenance projects and relegated training and technical assistance projects to second place. Regional, subregional and national projects with subregional implications were grouped together only under the fourth category, whilst other national projects were classified under the last category.

54. This new grouping gave rise to a misconception that a new order of priority had been adopted, an order of priority which would appear contrary to the Global Strategy and contrary to the guidelines in resolutions ECA/UNTACDA/Res. 83/23 and ECA/UNTACDA/Res.84/32 which reaffirmed the priorities of the global strategy. Furthermore, the criteria "rehabilitation" seemed to give rise to reservations among some officials. According to observations made during field missions, it appears that several officials attach greater importance to the notion of "modernization" than to that of "rehabilitation". In its real context, rehabilitation implies activities and works designed to reserve facilities and infrastructure from deteriorating to the point of reconstruction, which is often more expensive than new construction. It is not synonymous with modernization. Thus, if "rehabilitation" is not associated with the main objective 10 which recommends restructuring and readjustment of outward oriented transport and communications networks in Africa, it is likely to perpetuate this tendency towards outward orientation.

55. The rationale for introducing rehabilitation originated from donor and financial institutions who pointed out that it was irrational for them to be financing new construction while the existing network was deteriorating rapidly.

56. From the foregoing, it is evident that although the priority order of the Decade strategy was never changed, the grouping of projects into the five categories in the second phase tended to create the impression that these were in fact new priority order. Whether or not this affected the implementation of projects in this phase will be seen in the analysis of results of implementation.

CHAPTER IV

INSTITUIONAL MECHANISMS FOR THE IMPLEMENTATION OF THE DECADE

4.1. Role and contribution of main partners

57. There are four main partners involved in the implementation of the global strategy of the Decade. These are (a) African States, responsible for executing projects and implementing policies proposed in the global strategy; (b) the international community, in this instance, donor countries and financial institutions; (c) relevant United Nations agencies and African intergovernmental organizations called upon to assist governments in the planning and execution of regional and subregional projects and lastly; (d) the ECA as the lead agency in the coordination and implementation of the Decade.

4.1.1. African governments

58. African governments as beneficiaries of the Decade are also primarily responsible for the actual execution of projects and the implementation of proposed policies. Their role falls within the context of intercountry cooperation among African States in transport and communications, the main aim of the strategy. Thus African States, on the whole, in accordance with Resolution ECA/UNTACDA/Res. 84/25 and Res. 86/54 were urged to:

(a) Ensure that the projects they include in the phase II programme correspond to their priorities and as such are reflected in their national development plans. There was no documentary evidence at ECA to establish whether this had been done. However, it was confirmed that Decade projects were included in the national plan in most states visited by the evaluators.

(b) Provide regional and subregional intergovernmental organizations with the support needed to achieve the established objectives of the Decade. According to information received during field missions, the needed support was given to varying degrees, in different countries.

(c) Pursue with all vigour the financing of their own projects and to that effect, ensure that there is provision made for the local cost component of projects. As can be seen

in the analysis of results, African States provided a sizeable part of the financing of projects from local sources, particularly national projects. It must also be realized that it is the African governments who are also responsible for repayment of all the financing obtained from external financing sources as loans.

(d) Furnish ECA and other agencies concerned with the necessary information on the financing and physical execution of their projects. Considerable difficulties in monitoring the status of financing and execution of projects by ECA prove the inadequacy of methods in use. In the States visited, information is available and up to date, but the mechanisms for communicating with ECA do not function as expected.

(e) Actively co-operate with ECA and other organizations in organizing technical consultative and co-financing meetings for the mobilization of resources for implementation of their projects. At the time of the evaluation nine technical consultative and two co-financing meetings had taken place. In general, the States did actively co-operate in organizing and participated in these meetings.

(f) Follow up the expressions of interest in their projects made at technical consultative meetings and inform ECA of the action taken and results thereof. There is every reason to believe that the States did in fact do so but there was lack of communication with ECA. Several countries visited felt that ECA should follow up and maintain this interest, failing which, they do so themselves on a bilateral basis.

(g) Support co-operative efforts such as the harmonization of national legislation and multilateral transport and communications conventions and treaties. Adequate evidence exists that the States pursued this objective in most cases. The conventions and treaties resulted from their own initiatives. States visited reproach ECA for lack of leadership in this matter.

(h) Form inter-State commissions for the execution of joint projects with their neighbours. From information received

during missions such commissions were created and projects to create others seemed to rely on ECA to encourage and assist countries and provide them with leadership.

(i) Support efforts to facilitate the free flow of trade and travel among countries of the region. It is not evident that these intentions expressed by the States have been widely applied.

59. Generally, the States seem to have fulfilled the role expected of them, at virtually all levels. Furthermore the creation of the Conference of African Ministers of Transport, Communications and Planning as the policy organ for the Decade programme is evidence of this fact. In addition, although their financial contribution to the Decade programme has been biased towards national projects, some major results have been achieved and in spite of the financial difficulties facing all States.

4.1.2. International community

60. All the relevant resolutions pertaining to the Decade and adopted either by the General Assembly (Res. 32/160, para. 4; Res. 33/197, para. 4), or by ECOSOC (Res. 178/59, para. 4) or by the Conference of African Ministers of Transport, Communications and Planning (in particular resolutions ECA/UNTACDA/Res. 84/25 and Res. 86/54), appealed to the entire international community, especially donor countries and financing institutions, to give their total support and contribute as generously as possible to the financing of the Decade programmes.

61. A quantitative and qualitative analysis shows that the international community did contribute significantly to the Decade programme. The proportion of financing for the programme from sources outside Africa amounted to 56 per cent of the total financing obtained during the course of the Decade. Their response can thus be described as positive, even if inadequate.

4.1.3. Role of the UN agencies and African intergovernmental organizations, members of the Inter-Agency Co-ordinating Committee

(a) Role and contribution of the Inter-Agency Co-ordinating Committee

62. The relevant resolutions on the Decade invite UN specialized agencies and African intergovernmental organizations to provide assistance to governments in the execution of regional and subregional projects within their respective areas of competence as well as to cooperate with the ECA in compiling information on financing and the implementation status of such projects. These organizations generally meet once a year within the framework of the Inter-Agency Co-ordinating Committee (IACC).

63. During the course of the Decade, the IACC has met in eleven ordinary sessions and one extra-ordinary session. Approximately fifty members and observers have attended one or other of its meetings and at each meeting average attendance has been about 27 organizations. The list of members of the IACC is shown in Annex I.

64. IACC meetings in particular provided an opportunity for considering proposals and reports which ECA intends to submit to the Conference of African Ministers of Transport, Commmunications and Planning. They have provided a forum for discussing the design and orientation of the Decade programme. According to reports of the meetings, the IACC has on several occasions underscored the fact that the Decade programme gave the impression of being a collection of unrelated projects, lacking coherence and homogeneity, rather than an integrated programme for implementing harmonized activities at regional and subregional level as initially envisaged.

65. At present, the IACC groups together only UN agencies and African inter-governmental organizations. It does not include in its membership organizations representing services, users and private operators who, unfortunately did not contribute to the formulation of the Decade programme. This committee is a repositary of considerable expertise on the development and harmonization of African transport and communications systems. However, in order to fully play its role, it is necessary that it includes representatives of users and private operators in the transport and communications sector.

(b) United Nations agencies

66. Several United Nations agencies have played a major role in the various activities of the Decade. They include UNCTAD, ITU, ICAO, UNESCO, IMO, UNDP and UPU, to name a few which attend IACC meetings regularly. Through their regular activities, these agencies have participated directly and indirectly in the implementation of the Decade programmes. With the exception of UNDP which has been directly involved in financing the Decade Secretariat, other United Nations agencies have contributed to the pursuit of the Decade objectives by performing their normal activities connected with the transport and communications sectors. Their specific activities in support of the Decade are reported in the evaluation report of their respective sub-sectors.

(c) The United Nations Development Programme - UNDP

67. UNDP has played a role in the implementation of the Decade programme by financing certain pre-investment and technical assistance projects. UNDP is responsible for financing the Co-ordinating Unit established within the ECA Transport, Communications and Tourism Division. It also financed the costs of studies which resulted in the development of the global strategy and Decade programmes, as well as the evaluation of the Decade programme. According to an estimate of the financial resources of the Decade Secretariat, direct contribution from UNDP to the cost of operating the Secretariat during the Decade, amounted to about US$ 8 million or more than 67 per cent.

68. Furthermore, UNDP has also financed projects within the Decade programme that were executed by the specialized agencies of the United Nations and African regional and subregional organizations.

(d) African Intergovernmental Organizations

69. In the global strategy no mention was made of the role of other subregional organizations, such as the Economic Community of West African States, the Senegal River Development Organization, the Mano River Union, the Southern African Development Coordination Conference or the West African Economic Community, which before the advent of the Decade, were already successfully playing a significant role in the promotion and development of transport and communications within their respective subregions.

70. African intergovernmental organizations at both regional and subregional levels, which are already involved in the transport and communications sectors, have all contributed their expertise and experience to the attainment of the Decade objectives. The majority of them have regularly attended meetings of the IACC and participated in its deliberations. However, following discussions with some officials of these organizations, the general feeling was that the potential of these agencies had not been fully utilized in the Decade. In spite of the numerous shortcoming and limitations of African subregional and regional organizations, they continue to be invaluable agents within their areas, and have a much better knowledge of the constraints and problems affecting the specialized sectors in their subregions and regions. In future they should be given a more important role than in the past.

71. The major African organizations which are directly involved in the development of transport and communications in Africa include those listed in Table 4.

Table 4

List of African IGO's involved in transport and communications development

AFCAC	-	African Civil Aviation Commission
AFRAA	-	African Airlines Association
ASECNA	-	Agence pour la securite de la navigation aerienne
CEAO	-	Communaute, economique de l'Afrique de l'ouest
CEPGL	-	Communaute, economique des pays des Grands Lacs
ECOWAS	-	Economic Community of West African States
IGADD	-	Inter Governmental Authority on Drought and Development
KBO	-	Kagera Basin Organization
MRU	-	Mano River Union
MINCONMAR	-	Ministerial Conference of West African States for Maritime Transport
OAU	-	Organization of African Unity
PATU	-	Pan-African Telecommunications Union
PAPU	-	Pan-African Postal Union
PMAESA	-	Port Management Association of Eastern and Southern Africa
PMANA	-	Port Management Association of North Africa
PMAWCA	-	Port Management Association of West and Central Africa
PTA	-	Preferential Trade Area
SADCC	-	Southern African Development Co-ordination Conference
SATCC	-	Southern African Transport and Communications Commission
TAHA	-	Trans-African Highway Authority
UAR	-	Union of African Railways
UDEAC	-	Central African Customs and Economic Union
URTNA	-	Union of National Radio and Television Organizations of Africa

4.1.4. The United Nations Economic Commission for Africa - ECA

72. According to the resolutions quoted earlier, ECA as the lead agency for the co-ordination and implementation of the Decade programme, should in collaboration with the OAU, discharge its responsabilities by:

(a) Co-ordinating the implementation of the preparatory activities for the planning and finalization of the strategy and work programme of the Decade;

(b) Co-ordinating and monitoring of the planning and development of the individual projects within the Decade programme;

(c) Assisting the Secretary-General of the United Nations and African governments in the mobilization of resources required for the implementation of the Decade programme;

(d) Initiating contact with potential financial backers and intensifying efforts to initiate contacts with as many donors as possible;

(e) Investigating in collaboration with the United Nations specialized agencies and African Intergovernmental Organizations, the possibility of organizing co-financing meetings involving the appropriate number of donors for certain regional projects and for projects in transport corridors;

(f) Co-ordinating the transport and communications programmes of subregional economic groupings to ensure their complementarity with those of other groupings;

(g) Providing technical and logistical support to efforts to promote projects concerning more than one country;

(h) Monitoring and evaluating the actual implementation of projects by the "executing agencies" within or outside the United Nations system;

(i) Submitting to the Conference of African Ministers of Transport, Communications and Planning, periodic reports

on the results of technical consultative and co-financing meetings involving the appropriate member of donors for certain regional projects and for projects in transit coorridors;

(j) Reporting on an annual basis to the United Nations General Assembly, through ECOSOC, on the progress of the implementation of the Decade Programme.

73. Figure 1 is a schematic representation of the relations among the partners in the Decade in 1987. It has been made on the basis of information supplied by government officials and officers of IGO's interviewed during the field missions as well as by members of the Decade Secretariat.

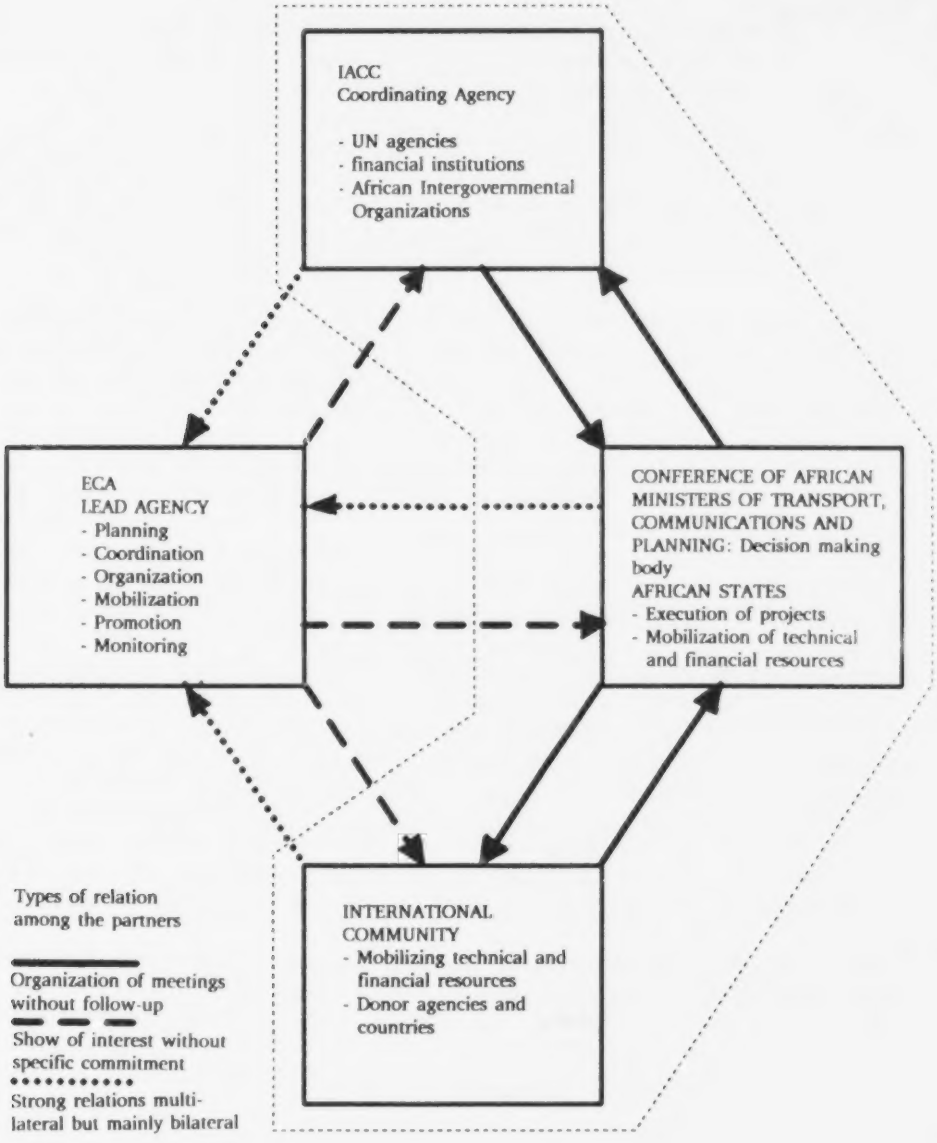
74. ECA as lead agency, is responsible for planning, co-ordinating, organizing meetings, mobilizing technical and in particular financial resources, promoting the Decade strategy and objectives, as well as monitoring its implementation.

75. The technical experts and political leaders of the countries visited as well as representatives of specialized agencies and intergovernmental organizations contacted, were unanimous in stating that they expected the ECA to assist them obtain financing for their projects and also to assist them in establishing an order of priority among some regional and subregional projects. In their view, since ECA did not provide the financing they required, they preferred to concentrate on their own priorities and national projects and negotiate directly with donor countries and financial institutions on a bilateral or multilateral basis. Furthermore, since these donors always prefer to negotiate directly with beneficiary countries, they are not generally inclined to discuss projects they are interested in with the ECA. This explains the reason why government officials, representatives of agencies and of financial agencies who usually attend meetings sponsored by ECA for mobilizing financial resources, at the same time keep ECA is kept in the dark as to follow-up bilateral discussions.

76. In other words, from the operational point of view, the main aspects in the implementation of the Decade seems to have been undertaken directly among the specialized and inter-governmental agencies, the beneficiary African countries, the donors and financial institutions, without any direct participation from the ECA.

Figure 1.

SCHEMATIC RELATIONSHIPS AMONG MAIN PARTNERS



77. There are two main reasons which could account for this situation. On one hand, the aspirations of the ECA's partners regarding the implementation of the Decade far exceeded the means and resources at the disposal of ECA. In particular, there was apparent misconception on the part of African States at the outset, that ECA would actually provide financing for projects. This in fact partially explains why the number of projects submitted to the New York Pledging Conference in 1979 was so large. Fortunately, this misconception had been largely corrected by the time of the second phase programme. There was also a certain ambiguity in the internal organization of the Decade Secretariat and its limited technical resources might have been serious handicaps to the optimum performance of its role.

4.2. Organization and resources of the Decade Secretariat

4.2.1 Organization within the Decade Secretariat

78. The Decade Secretariat is under the direct responsibility of the ECA Executive Secretary who, on the one hand, submits a report to the United Nations General Assembly through ECOSOC and on the other hand, to African governments through the ECA Conference of Ministers.

79. The mandate implementing the Decade programme was entrusted to the ECA Transport, Communications and Tourism Division (TCTD) of ECA and the Decade Co-ordinating Unit, specially created within TCTD and financed by a special fund. Thus, from the organizational point of view there are two distinct entities within TCTD. On one hand a group comprising 13 ECA officers for implementing the regular work programme of the Division. Then there is the Decade Coordinating Unit, comprising five experts financed by contributions from various sources, mainly UNDP, United Nations General Assembly, the Federal Republic of Germany, France and the Netherlands.

80. Concerning the organization within the Decade Secretariat as of 1987, Table 7 outlines its technical resources. Several officers of the TCTD estimate that they devote up to 30 per cent of their time to activities directly related to the co-ordination of the Decade. This time is generally devoted to preparing for meetings, preparing specific documents or making comments and observations at the request of the Coordinating Unit. However, their day-to-day

assignments are in reality related to the implementation of Decade related projects which the ECA has incorporated in its regular work programme.

4.2.2 Limited technical resources

81. In view of the enormous task involved in the implementation of the Decade programme and the major role of the Decade Secretariat (the co-ordination of activities relating to several transport and communications sub-sectors involving all African specialized intergovernmental agencies) the human and technical resources presently available in the Secretariat offer a very limited capacity. It is indeed difficult for the Co-ordination Unit to adequately cover all sub-sectors to enhance ECA's role of leadership at the continental level that its member states expect.

82. The capacity of the Division staff and that of the Coordinating Unit is also affected by stringent administrative procedures. The recruitment process for example, is so rigid that none of the Decade evaluators were in place on time to begin this evaluation exercise at the beginning of July 1987 as was anticipated in the terms of reference. This has resulted in less time available for carrying out this evaluation than originally planned.

Table 5: Technical Resources of the Decade Secretariat
(31 December 1987)

	Title	Grade
I.	Permanent staff of the Transport, Communications and Tourism Division	
	A. Regular ECA Budget	
	1. Chief of the Division	D-1
	Transport Section	
	2. Chief of Transport Section	
	3. EAO/Maritime Transport	P-5
	4. EAO/Transport Economics	P-4
	5. EAO/Inland Water Transport	P-4
	6. EAO/Multimodal Transport	P-4
	7. EAO/Air Transport	P-4
	8. EAO/Ports	P-4
	Communications Section	
	9. EAO/Postal Services	P-4
	10. EAO/Telecommunications	P-4
	B. UN Technical Assistance Fund	
	11. Regional Adviser/Transport	L-5
	C. Personnel Financed from Bilateral Sources	
	12. Railway Expert (France)	L-5
	13. Telecommunications Expert (Federal Republic of Germany)	L-5
II.	**UNTACDA**	
	1. Co-ordinator	L-6
	2. Deputy Co-ordinator/Transport	L-5
	3. Deputy Co-ordinator/Communications	L-5
	4. Ports Expert	L-5
	5. Financial Analyst	L-2

III. **VACANT POST**

1.	Chief Communications Section - Vacant since August 1980	P-5
2.	EAO/Railways - Vacant since July 1984	P-1
3.	EAO/Raods - Vacant	P-3

4.3 Assessment of the effectiveness of the mechanisms

83. An analysis of the envisaged mechanisms shows that the roles of some of the major partners involved in the implementation of the Decade programme were not clearly defined and that there was some confusion, particularly with regard to coordination at subregional and regional levels.

84. At the subregional level, for example, the fact that the specific role of subregional organizations which were already involved in the promotion of transport and communications was not defined was probably responsible for the complaints made by some of these organizations during the evaluation field missions. They felt that ECA did not make sufficient use of their specialized services in the implementation of the Decade strategy.

85. Since member States had to utilize their own administrative, technical and financial resources to implement the Decade strategy, they were also responsible for mobilizing these resources at the national level. However, considering the limitations of their financial resources, which vary from one country to another, the expectation was that the international community would supplement and strengthen these efforts, in accordance with the principles of establishing a new international economic order, as recommended by the General Assembly. It was primarily on this basis that the ECA Ministers had initially approached the Paris Conference on international economic cooperation as well as appropriate UN organs to proclaim the Decade (Resolution 291 (XIII) paragraph 1) in order to mobilize the technical and financial resources necessary for the implementation of the Decade programme.

86. The intention, therefore, was to request bilateral and multilateral donors to substantially increase their assistance in the transport and communications sectors beyond the resources they normally provided. African regional and subregional financial institutions such as the African Development Bank and the subregional banks, as well as organizations within the United Nations system,

were invited to play a particularly active role. ECA was, therefore, expected to establish a dialogue with the main donors and coordinate activities at the regional level (Document E/CN.14/726 - E/CN.14/TRANS/147, para. 21 to 24 and Document E/ECA/TCD/16 para. 6 and 8). Furthermore, it is clear that a particularly significant role was assigned to the ADB.

87. It appears, however, that African governments were too optimistic in putting much faith in the virtues of the principles of the new international economic order and in the hope that more assistance would come from the developed countries. That this faith was misplaced was clearly demonstrated by the outcome of the Pledging Conference specially convened for the purpose by the Secretary General of the United Nations in new York in November, 1979.

88. Chastened by the disappointing outcome of the Pleding Conference, ECA subsequently devised two mechanisms for the mobilization of funds: the technical consultative meetings and the co-financing meetings. The ECA Conference of Ministers Resolution 391 (XV) and the Economic and Social Council Resolution 1980/46, empowered the ECA to organize technical consultative meetings of technical experts from donor countries and financial institutions on the one hand, and African governments, on the other, with a view to considering some of the projects included in the programme of the Decade. Such technical consultative meetings were aimed at providing an opportunity for a serious dialogue which would result in donors making concrete declerations of interest in projects even if they felt that further detailed studies were still required. In cases where all the information on projects was available, the donors were expected to declare their intention to invest in the project or not. (Document ST/ECA/TCD/1; para. 6).

89. Following the organization of nine technical consultative meetings which in the opinion of the ECA Executive Secretary did not live up to expectations (Document E/ECA/TCD/41; para. 5, 6), a new approach had to be adopted, namely, co-financing. The difference between co-financing meetings and technical consultative meetings was in the range of activities, the commitment of interested parties, the degree of preparation of documents and the general aspects of the meeting. Two co-financing meetings have so far been organized, the outcomes of which have yet to be assessed.

CHAPTER V
PROGRAMME AND ANALYSIS OF RESULTS

5.1 Preparation of the Decade Programme

5.1.1 Preparation of Phase I Programme

90. Planning of the first phase of the Decade was done in the folowing main phases:

(i) Between November 1978 and February 1979, ECA experts went on missions to various African countries in order to identify, in collaboration with the technical services of countries visited, projects of interest within the framework of the Decade. The catalog of projects assembled by the experts comprised of 313 regional and subregional, coherent and realistic projects, with an estimated total cost of US$2,973,963 (doc.DEC/TRANSCOM/WP/GEN).

(ii) In 1979, a new list of projects was examined by the second meeting of the Inter-agency Committee, then submitted for the approval of the first Conference of Ministers of Transport, Communications and Planning, held in July 1979. Since the list was to be presented at a donors meeting scheduled for November in New York, the hope of obtaining new sources for external funding led to the inflation of the number of projects, so that in the end, projects of national interest, which were mostly unjustifiable, dominated the list. A total of 771 projects costing an estimated US$8.9 billion were submitted to the pledging conference in New York.

(iii) In 1981, at the second Conference of Ministers of Transport, Communications and Planning following amendments and modifications, new projects were again added to the list of projects of the phase I programme of the Decade with only the criteria that African governments should notify ECA of all changes in their order of priority (resolution ECA/UNTACDA/Res.81/13), even if such changes could have compromised the attainment of the objectives of the Decade.

91. Table 6 shows the projects at key periods in the evolution of the programme of the first phase of the Decade. Initially, the programme which was proposed by ECA was modest, realistic, based

on on-going regional programmes and projects, as well as new projects, clearly defined and justifiable, in accordance with the framework of the global objectives. Later on however, this pragmatic aproach was replaced by a less rational approach. This is how the volume of projects of the Decade programme increased five-fold, from 312 to 1091 projects at the end of the first phase, with the cost rising from US$2.9 billion to US$15.4 billion.

Table 6
EVALUATION OF UNTACDA PROGRAMME - PHASE I

Sector/Subsector	ECA Proposal May 1979		Approved Programme 1979		Revised Programme 1983		Transfer to Phase II 1983	
Transport	No. Projects	Cost (US$M)	No. Projects	Cost (US$M)	No. Projects	Cost (US$M)	No. Projects	Cost (US$M)
1. Roads	27	650	127	1,796	224	2,271	66	323
2. Railways	23	727	41	3,223	79	5,439	15	2,520
3. Maritime	21	40	52	2,320	75	1,176	12	15
4. Ports	31	1,111	100	2,241	120	2,905	55	3,217
5. Air	26	205	175	633	201	2,163	129	1,755
6. Inland Water	18	19	58	86	71	336	35	286
7. Multimodal	5	6	9	43	9	37	0	0
Sub-total	151	2,758	562	8,342	779	14,329	312	8,116
Communications:								
1. Telecommunications	84	88	59	300	113	657	92	551
2. Broadcasting	48	48	92	170	115	212	96	244
3. Postal services	30	83	58	44	84	242	69	205
Sub-total	162	219	204	514	312	1,111	257	1,000
Grand Total	313	2,977	771	8,856	1091	15,440	569	9,116

92. Additionally, the first phase was very rapidly put together and according to ECA officers in charge, it was a race against time. With no past experience, a combination of enthusiasm and inexperience on the part of most of the participants in the programme were perhaps responsible for some of the errors committed which, in turn, caused some deviations from the pursuit of the fundamental aims and obejctives. The main errors are:

(i) ECA's apparent encouragement and acceptance of purely national priority projects, which were submitted by member States in the hope of obtaining, through the programme, financing which they could not obtain from their traditional sources of financing. From then on, it was difficult for ECA to halt or control the in-flow of national projects which eventually gained priority in the Decade programme contrary to the global strategy.

(ii) Furthermore, the fact of having utilized only the geographical criteria as the basis for the establishment of priorities, made it possible officially to create a special category of purely national projects and legitimized the unchecked inclusion of such projects in the Decade programme.

There were also several shortcomings and other errors in planning:

(i) Inexistence of stringent criteria, mechanisms and mandate for accepting or rejecting unjustifiable projects;

(ii) Inexistence of effective follow-up mechanisms, which would enable the Decade secretariat to promote and sustain the interest manifested during meetings organized for the purpose of mobilizing funds;

(iii) Inexistence of realistic and coherent programme, to be strictly adhered to, with an established calendar of activities and a clear definition of precise goals to be attained during the Decade;

(iv) Inexistence of a minimum programme, grouping together a specific number of vital, harmonized and integrated programmes, to be definitely executed during the Decade;

(v) Inexistence of a priority order among similar or competitive projects;

(vi) Lack of a clear definition of measurable development indicators in the transport sector, which should facilitate the assessment of the levels of performance and progress made in the pursuance of the objectives of the Decade.

(vii) The programme actually began in 1980, thus reducing the time available for implementation of the first phase programme.

93. In summary, it can be seen that lack of preparation prior to the declaration of the Decade was the main reason for the shortcomings identified above. Most of the first phase period was taken up in preparing the programme. Nevertheless, it was time well spent as will be seen in the second phase.

5.1.2 Preparation of the Phase II programme

94. The preparation of the programme of the second phase followed a plan of action approved in 1981 by resolution ECA/UNTACDA/Res.81/14 adopted by the African Ministers of Transport, Communications and Planning. The following steps were adhered to:

(i) Preparation, by member States and intergovernmental organizations, of provisional lists of projects they wished to include in the programme;

(ii) Analysis of the lists and descriptions of projects by sectorial task force units comprising representatives of the Inter-Agency Coordinating Committee for the implementation of the Decade;

(iii) Field missions to the entire region to compile information on the status of the first phase programme, provide assistance to member States in updating projects, and identify new projects for inclusion in the programme of the second phase;

(iv) Preparation profiles of all projects to be included in the programme of the second phase, indicating priorities to be respected in conformity with the global strategy of the Decade and the objectives of the Lagos Plan of Action.

95. The draft programme was examined in September 1982 by the Task Force of the Inter-Agency Co-ordination Committee (IACC) and in October 1982 by the Committee itself. The draft programme incorporating the recommendations of the Paris Round Table, was considered during the third meeting of transport, communications and planning experts held in January 1983 and by the third meeting of the Conference of African Ministers of Transport, Communications and Planning held in March 1983 in Cairo. It was finally approved by resolution ECA/UNTACDA/Res. 84/24, in April 1984, following amendments and modifications made during the fourth meeting of the Conference of Ministers held in Conakry.

96. Significant improvements were made in the planning of the second phase. Emphasis was appropriately placed on maintenance and rehabilitation, as well as on training and technical assistance.

97. The projects contained in the approved programme of the second phase are presented in Table 5 according to the five functional groupings for transport and communications sectors. The programme included the 569 projects costing US$9.116 million which were transferred from the first phase programme as detailed in Table 4. In total, 1048 projects costing US$18,255 million were programmed for implementation in this phase of the Decade programme.

Table 7

UNTACDA PHASE II PROGRAMME BY NATURE OF PROJECT

Sector/ Subsector	Maint & Rehab		Tech Asst and Train.		Inter-State Links		Regional/ Subregional		National		Total	
	No. Proj.	Cost US$M	No. Proj.	Cost US$M	No. Proj.	Cost US$M	No. Proj.	Cost US$M	NO. Proj	Cost US$M	No. Proj	Cost US$M
Transport:												
Roads	42	927	9	15	123	2804	7	125	55	1228	236	5099
Railways	36	1405	9	51	21	328	4	453	14	3380	84	5617
Maritime	5	21	19	117	3	12	7	158	4	175	38	483
Ports	17	250	7	10	13	692	6	7	27	892	70	1851
Air	20	275	26	87	13	54	2	-	33	507	94	923
Inland Water	13	214	4	2	17	93	5	2	6	14	45	325
Multimodal	-	-	1	5	9	15	2	6	1	-	11	26
Sub-Total	133	3092	75	287	197	3998	33	751	140	6196	578	14324
Communications:												
Telecommunciations	15	100	27	175		-	75	505	99	1912	216	2692
Broadcasting	8	25	23	52		-	3	3	85	636	119	716
Postal services	3	4	26	51		-	17	168	89	300	135	523
Sub-Total	26	129	76	278	-	-	95	676	273	2848	470	3931
Grand-Total	159	3321	151	565	197	3998	128	1427	413	9044	1048	18255

5.2 Results of the Decade programme

98. The established objective of integrating, developing and harmonizing transport and communications systems in Africa is a long term objective and evaluation of its results can only be made after a certain period.

99. Nevertheless, it is possible at this time to show the results of the implementation of the projects in the programme in terms of

physical implementation (that is actual execution of projects) as well as financing for the projects (level, source, priority, etc). Similarity, a preliminary assessment of the direct and indirect impact of the programme can also be made at this time.

5.2.1 Implementation of projects

100. The present assessment of the results of the Decade should be considered as provisional, since comprehensive statistics on the status and financing of each project in the voluminous Decade programme, are not available at present. This analysis is based mainly on information made available to ECA in respect of approximately 780 projects representing 71 per cent of the total number of projects in the first phase. In the second phase, 789 projects were monitored, representing 75 per cent of the total number of projects. Experience gained during field missions revealed that in most cases the information available at ECA was not sufficiently comprehensive nor up to date to reflect the actual situation in the countries. Thus the actual level of project implementation is likely to be higher than that reported here. The status of implementation of projects in each phase is shown in Table 8.

5.2.1.1 Phase I Results

101. Based on information obtained, a total of 300 projects in the first phase programme was reported completed and a further 242 as in progress as of the end of 1983. Assuming that those in progress at that time have, by and large, been completed by now, it can be said that a total of 542 out of 1091 projects in the revised programme were completed. This gives an implementation rate of approximately 50 pr cent, slightly higher than the 45 per cent estimate from the previous evaluation of this phase which was carried out in 1985. This increase can be explained by the fact that in the interim, more information was made available on several projects for which detailed information was not previously available.

102. In general, the implementation was higher for the transport sector (60 per cent) than for the communications sector (26 per cent). The broadcasting sub-sector had the lowest implementation rate at 15 per cent, while the ports sub-sector attained over 70 per cent implementation rate (Table 8).

5.2.1.2 Phase II Results

103. At the end of 1987 information was available on the status of 789 out of 1048 projects in the programme, or 75 per cent. Based on this information, 164 projects are completed, or 15 per cent of the 1048 in the programme. A further 303 projects (29 per cent) are reported at various stages of execution (Table 8).

Table 6
UNTACDA PROGRAMME: PROJECT IMPLEMENTATION
Number of Projects

Sector/ Subsector	Programme 1983	Completed 1983	In Progress 1983	Programme 1984	Completed 1987	In Progress 1987
Transport:						
Roads	224	90	38	236	62	70
Railways	79	18	30	84	14	40
Maritime	75	33	10	38	7	2
Ports	120	34	53	70	9	30
Air	201	63	69	94	11	31
Inland Water	71	16	4	45	2	5
Multimodal	9	2	0	11	4	2
Sub-Total	779	256	204	578	109	180
Communications:						
Telecommunications	113	19	18	215	34	60
Broadcasting	84	6	7	135	6	33
Postal Services	115	19	13	120	15	30
Sub-Total	312	44	38	470	55	123
Grand Total	1091	300	242	1048	164	303

104. By sector, again the transport sector has a higher level of implementation than the communications sector, with 109 out of 578 (19 per cent) projects completed in transport, and only 55 out of 470 (12 per cent) in communications. Again, the broadcasting subsector has the lowest rate, completing 6 out of 135 projects, or less than five per cent rate.

5.2.2 Financing of the programme

105. For the entire Decade programme financing obtained was approximately US$12,850 million, or about 38 per cent of the estimated

cost of the Decade programme. African States financed from local sources 40 per cent of the projects with various external sources providing 60 per cent of the total. African States provided from local sources 44 per cent of the financing obtained during the first phase where as in the second phase, they contributed 38 per cent. The details of the financing by source and subsector are shown in Table 7 for the first phase and Table 8 for the second phase programmes.

106. The total financing obtained in the transport sector amounted to US$11,813 million, that is 92 per cent of the total financing obtained during the course of the Decade. Financing from local sources amounted to US$ 5.3 billion or 55 per cent for the entire Decade: 44 per cent during the first phase and 38 per cent in the second phase.

107. For the communications sector, total financing obtained during the Decade amounted to US$1,044 million which represents about eight per cent of the total financing obtained for the entire Decade programme. During the first phase, the communications sector obtained US$ 261 million, that is a rate of financing of approximately 23 per cent of the total cost of projects. African States obtained from local sources about 20 per cent of this amount. In the second phase, financing obtained for this sector amounted to US$783 million, nearly 3 times the financing of the first phase, up to 36 per cent of which was provided from local sources.

5.2.2.1 Results of the Decade financing by project priorities

108. Table 9 and 10 present the overall view of the distribution of Decade projects in order of priority in Phase I and Phase II Programmes, respectively. In the first phase the 1091 projects in the programme have been classified according to the priority of regional, subregional, national projects of subregional importance, and purely national projects.

109. On the whole, projects described as purely national accounted for up to 63 per cent of the total financing of the Decade programme, whereas projects classified as regional, subregional and national of subregional importance, which was the main concern of the global strategy, represented 37 per cent of the total financing obtained for implementation.

110. During the first phase purely national projects benefited from 63 per cent of the financing, of which 39 per cent was contributed by African States. African countries provided from local sources 44 per cent of the financing for regional, subregional and national projects

with subregional impact, and a total of 56 per cent of the projects classified as purely national. This result shows that African States did not adequately adhere to the priorities of the programme.

111. In the second phase emphasis was put on maintenance and rehabilitation projects on one hand, and on the other hand projects related to training and technical assistance. The details of financing level and source are shown in Table 10. The first group of projects was financed with 22 per cent of the total funding obtained during the second phase, of which 28 per cent was contributed by African states. Projects on training and technical assistance represented only a small proportion of 1.7 per cent of total funding obtained during the second phase, and African countries contributed approximately 72 per cent. It should be re-emphasized here that the functional groupings did cut across the priorities. As a result, it was not possible to isolate all projects to the proper geographic priorities.

112. In the transport sector, the total financing that was obtained for complete or part funding of all the Decade projects can be divided as follows: 62 per cent of projects classified as purely national projects and 38 per cent for projects classified as regional, subregional or national projects with subregional impact. African states financed the proportion of 56 per cent of purely national projects and a proportion of approximately 44 per cent of regional, subregional or national projects with regional impact.

113. For the communications sector, the total financing obtained for all the projects can be divided as follows: 87 per cent for purely national projects and 13 per cent for regional, subregional and national projects with subregional impact. African states financed 18 per cent of national projects and 2 per cent of the other category of projects.

114. This over-view illustrates to what extent national projects dominated the implementation of the Decade programme, accounting for a proportion of two-thirds. On the whole, African states contributed a greater proportion of funding for purely national projects than for the category of regional, subregional and national projects with subregional impact.

5.2.2.2 Results of the Decade project financing in relation to the main objectives

115. The study covered approximately 1680 projects, that is 75 per cent of the total number of projects in the entire programme of the

Decade and was grouped in accordance with the main objectives of the global strategy. The breakdown was done on a very liberal basis in order to identify in each project an aspect that could justify its being linked with one or other of the fundamental objectives. Approximately 90 per cent of the projects were linked with the objectives; the remaining 10 per cent could not be classified (Table 13).

Table 9

UNTACDA FIRST PHASE PROGRAMME FINANCING

Sector/ subsector	ORIGINAL PROGRAMME (1979)		REVISED PROGRAMME (1983)					
					Financing secured (1979-1983)			
	No. of projects	Estimated cost	No. of projects	Estimated cost	External $M	Local $M	Total $M	% Revised cost
TRANSPORT:								
Roads and road transport	127	1,796	224	2,271	896	631	1,527	67
Railways and rail transport	4	3,223	79	5,439	1,840	615	2,455	45
Maritime transport	52	320	75	1,176	47	342	389	33
Ports	100	2,241	120	2,905	333	1,170	1,503	52
Air transport	175	633	201	2,163	490	190	680	31
Inland Water Transport	58	86	71	338	113	25	138	41
Multimodal Transport	9	43	9	37	1	-	1	2
Sub-Total	562	8,342	779	14,329	3,720	2,973	6,693	47
Per cent of Financing					55.6	44.4	100.0	
COMMUNICATIONS:								
Telecommunications	59	300	113	657	155	17	172	26
Broadcasting	92	170	115	212	19	31	50	24
Postal Services	58	44	84	242	34	5	39	16
Sub-Total	209	514	312	1,111	208	53	261	23
Per cent of Financing					79.7	20.3	100.0	
Total (A+B)	771	8,856	1,091	15,440	3,928	3,026	6,954	45
Per cent of Financing					56.5	43.5	100.0	

Table 10

SUMMARY OF UNTACDA PHASE II PROJECTS
FINANCING BY SECTOR
(As of December 1987)

Sector	Projects in Plan		Financing secured 1984-1987			
	Number	Cost $M Original	No. of Proj.	External $M	Local $M	Total	% of Plan Cost
Road	236	5099	130	1097	499	1596	31
Rail	84	5617	54	1366	741	2107	38
Maritime	38	483	4	11	4	15	3
Ports	70	1851	36	591	508	1099	59
Air	94	923	42	80	179	259	28
Inland Water	45	325	7	7	21	28	9
Multimodal	11	26	7	15	1	16	59
Total Transport	578	14,324	280	3167	1953	5120	38
Telecommunications	215	2692	87	414	175	589	22
Broadcasting	120	716	50	57	84	141	20
Postal	135	523	36	26	27	53	10
Total Communications	470	3931	173	497	286	783	20
Total Programme	1048	18,255	453	3664	2239	5903	32

Table 11

UNTACDA PHASE I PROJECTS BY PRIORITY
(All modes)

Sector/Priority	Revised Programme (1983)		Financing Secured (1979-1983)			
	Number of projects	Estimated cost	Local	External	Total	% Revised programme cost
Transport						
1. Regional	98	411	143	151	294	72
2. Sub-regional	118	1,711	147	288	435	25
3. National with Sub-regional impact	152	4,863	1,022	797	1,819	37
4. Purely national	411	7,344	1,661	2,484	4,145	56
Sub-total	779	14,329	2,973	3,720	6,693	47
Communications						
1. Regional	49	393	5	29	34	9
2. Sub-regional	9	3	–	–	–	–
3. National with Sub-regional						
4. Purely National	254	715	48	179	227	32
Sub-total	312	1,111	53	208	261	23
Grand Total	1,091	15,440	3,026	3,928	6,954	45

Table 12

UNTACDA PHASE II PROJECTS BY FUNCTIONAL GROUPINGS
(all modes)

Nature of project	No. of Proj.	Estimated cost (US$M)	Financing Secured: Local	External	Total	% Plan cost
Transport						
Maintenance and Rehabilitation	133	3,092	360	910	1,270	41
Technical Assistance and Training	75	287	68	27	95	33
Inter State Links	197	3,998	326	1,200	1,526	38
Regional/Subregional	33	751	3	40	43	6
National Projects	140	6,196	1,196	990	2,186	35
Sub-Total Transport	578	14,324	1,953	3,167	5,120	36
Communications						
Maintenance and Rehabilitation	26	129	4	25	29	22
Tech. Assistance and Training	76	278	3		3	1
Other Regional	95	676	66	204	270	40
Other National	273	2,848	213	268	481	17
Sub-Total Communications	470	3,931	286	497	783	20
Total	1048	18,255	2,239	3,664	5,903	32

116. In general, only three main objectives seem to have widely benefited from the Decade programme, receiving 73 per cent of the total financing obtained during the course of the Decade, these are:

(i) Objective 1: to promote the integration of transport and communications infrastructure with a view to improving intra-African trade. The series of projects linked to this objective represent 37 per cent of the total financing obtained for the Decade programme. The proportion of financing contributed by African states amounts to 50 per cent and from external sources of funding also 50 per cent.

(ii) The second main objective widely catered for by the Decade programme is objective 9: mobilization of technical and financial resources required to promote expansion and modernization of infrastructure. The total number of projects linked to this objective account for 32 per cent of total financing obtained. African states contributed 48 per cent and external sources 52 per cent.

(iii) The third Decade objective widely catered for is objective 3: opening up of land-locked countries and isolated regions. Financing obtained for projects connected with this objective represent 14 per cent of the total financing obtained for the entire Decade programme. African states contributed the proportion of 32 per cent and external resources provided 68 per cent of the financing obtained.

117. Three main objectives were hardly covered, and all three combined received scarsely 1.5 per cent of the total financing obtained for the Decade programme. These are: (i) objective 4: harmonization of national regulations and elimination of physical and non-physical barriers; (ii) Objective 10: restructure of transport and communication sector so that trade between Africa and the rest of the world could be carried on the most favourable conditions for Africa and finally (iii) objective 8: promotion of African manufacturing industry for producing transport and communications equipment.

In summary, it can be concluded that:

(i) In the conception of the sectorial and sub-sectorial objectives of the Decade, as well as in the application of the Global Strategy, only a few objectives were sufficiently considered whereas others which were just as important, were not at all catered for;

(ii) African states have very honourably made their contribution to the Decade, considering the volume of their financial contribution despite the very difficult economic situation, but their participation was concentrated mostly on purely national projects;

(iii) The greater proportion of financing for regional, subregional and national projects with subregional impact was obtained from external sources, which tends to suggest that it is the Africans themselves who neglected the main aim pursued during the course of the Decade;

(iv) It seems as if important progress was achieved particularly in the area of integration of infrastructure but it is impossible to determine positively what was really accomplished during the Decade.

Table 13

Breakdown of Decade projects according to the main objectives (1)

Main Objectives of the Decade	PHASE I					PHASE II				
	Projects Cost Number	10 US$	Financing 10 $ US Total	Local	External	Projects Cost Number	10 US$	Financing 10 $US Total	Local	External
Objective 1	217	2,744.3	1,954.0	1,262.8	691.2	422	8,631.1	1,862.9	657.4	1,205.5
Objective 2	37	198.5	95.9	5.3	90.6	15	203.5	47.2	6.9	40.3
Objective 3	103	1,634.9	987.8	342.3	645.5	119	1,232.5	457.8	122.5	335.2
Objective 4	13	10.4	6.1	3.5	2.6	3	1.8	-	-	-
Objective 5	134	3.98	145.3	63.1	82.2	94	246.0	98.2	60.4	37.8
Objective 6	15	1,318.5	1,181.6	1,144.2	37.4	9	26.0	3.7	0.5	3.2
Objective 7	31	638.8	134.0	129.4	4.6	24	50.3	11.7	5.2	6.5
Objective 8	6	30.0	1.2	1.2	-	25	426.9	75.8	20.8	55.0
Objective 9	25	821.5	587.8	447.1	140.7	56	4,243.9	1,666.8	627.3	1,039.8
Objective 10	-	57.3	56.7	14.7	42.0	11	1,270.5	10.6	0.6	10.0
Projects linked with Objectives	598	7,273.7	5,150.4	380.0	1,736.8	778	16,572.8	4,230.7	1,501.7	2,729.0
Projects not relating to objectives	106	792.9	436.1	200.0	236.1	130	2,342.9	5,431	310.9	232.2
Total	704	8,066.6	5,586.5	3,613.6	1,972.9	908	18,915.4	4,773.8	1,812.6	2,961.2

*Note: Based on sample of projects analyzed

CHAPTER VI

IMPACT OF THE DECADE PROGRAMME

118. An assessment of the impact of the UNTACDA programme entails determination of what effects, in quantitative and qualitative terms, the programme has had in particular, on the development of the transport and communications sectors in Africa, and in general, on the overall development of Africa. Clearly, given the long term nature of the programme an assessment of its impact at this time before the end of the programme itself, can be considered only as indicative of what the actual impact will be some years after completion of the programme. Thus, the following assessment should be viewed accordingly.

119. The impact of the programme can be classified as direct or indirect, although at times it is difficult to distinguish between the two. The direct impact is the development which may have occurred as a direct result of implementation of the projects in the programme. For instance, in the telecommunications sub-sector a development target of an average telephone penetration of one telephone for 100 population was set for the Decade. If, over the period, the related Decade projects resulted in an average gain of, say 0.5 percentage points towards this goal, this may be regarded as the direct impact.

120. On the other hand, the indirect impact is the development that occurred outside of the programme but which could be linked to the programme. Specifically relating to the telecommunications example, if other projects were implemented outside of the programme but during the Decade, it could be argued that it was because of the increased awareness of the importance of telecommunications which was brought about as a result of the Decade.

121. The direct and indirect impact of the Decade may be seen in the areas of policy, institutional development and sector and sub-sector development. The key areas of impact are presented below.

6.1 Policy

122. One area in which the impact of the Decade programme is clear is that the UNTACDA global objectives and strategy have become the defacto "African Transport and Communications Policy." The decade programme was incorporated in its entirety into the Lagos

Plan of Action, and, one might argue, it formed a model for developing sectoral objectives for the Lagos Plan of action. Subsequent regional economic programmes such as the African Programme for Economic Recovery (1986-1990) as well as the United Nations Programme of Action for African Economic Recovery and Development have totally incorporated the Decade. This policy has also been effective at the subregional level where transport and communications figure prominently in all development programmes.

123. Directly from the above follows the other impact which the Decade has had at the policy level in Africa. Transport and Communications sectors have now been generally accorded third priority in development plans at regional, subregional and national levels, after food security and agriculture. This heightened awareness of the importance of transport and communications sectors in overall economic development can be directly attributed to the decade programme.

124. The heightened awarenss of the importance of maintenance of existing infrastructures can also be largely attributed to the Decade. The seminars and training programmes carried out during the Decade have greatly contributed to the improvement of the general systems in Africa. This imapct is expected to remain as "Maintenance Culutre" takes root in Africa.

6.2 Institutional Development

125. Of no less importance is the impact of the Decade in the area of institutional development. The most significant of the institutions set up directly as part of the decade is the Conference of African Ministers of Transport, Communications and Planning, the policy body of the Decade. It is the institution through which the above policies were established.

126. Also at the regional level is the Inter-Agency Co-ordinating Committee which was specifically set up as an organ through which ECA as the lead agency would seek the co-operation of relevant United Nations agencies and African IGO's in the preparation, co-ordination and execution of the Decade programme.

127. At the subsector levels, several institutions were established as a result of the Decade. For instance the Trans-African Highway Authority, the Technical Committee on Air Transport, Port Management Associations, etc.

128. These institutions can be regarded as permanent and would continue to play critical roles in the development of transport and communications in Africa beyond the Decade.

6.3 Co-operation among African States

129. It may be recalled that the development priority of the Decade was the implementation of regional, subregional and national projects of regional and subregional importance. In attempts to mobilize the required resources, co-operation among the African countries concerned was essential. In particular concerning the organization of co-financing meetings for transit transport and communications corridor projects, the land-locked and transit countries in specific sub-regions agreed not only to co-ordinate, but also to jointly present their projects for consideration by the financing institutions and agencies. This type of co-operation is a direct result of the Decade programme.

6.4 Mobilization of Resources

130. One of the major objectives of the Decade programme was the mobilization of additional resources in order to enable African States to develop their transport and communications networks. Over US$12 billion have so far been mobilized for implementation of Decade projects. This level of project financing probably would not have been attained in this period of world-wide economic difficulties without the existence of the Decade programme.

6.5 Subsector Development

131. It is at this level that the direct impact of the Decade should be relatively concrete. However, due to difficulties in obtaining complete and relevant data on the physical implementation of projects, it has not been possible to show uniformly the development in each sub-sector that could be directly attributed to the decade impact. Nevertheless, the overall development in some selected sectors for which reasonable indicators were available are given below.

6.5.1 Roads and Road Transport

132. In order to assess the physical impact of the decade on the development of the African highway in general it is necessary to calculate the rate of increase of mileages of roads and the rate of increase of total vehicles in the African continent before, during and at the end of the Decade for meaningful conclusions to be drawn.

133. There has been 6.8% and 10.5% increase in rate between 1975 and 1979; and 6.8% and 20.6% between 1979 and 1983 for road mileages and vehicles ownership, respectively. Also increases of 3.0 per cent and 7.2 per cent between 1983 and 1986. It will be seen that the rates of increase between 1983 to 1986 are lower than those between 1975 and 1979 in both cases. The lower rates of increase can be partly attributed to the adverse global economic situation during that period reduced financial contributions from external sources as a result of the above; increased emphasis on rehabilitation and maintenance than on new road construction; and the fact that the first phase projects were mainly for studies whilst construction projects only started in 1984 and quite a few of these projects have not yet been completed at the time of this evaluation.

134. As a result of the above, it could be said that there has been some physical impact on the road and road transport sector in Africa by the end of 1986 because of the Decade. It is likely however that there will be a higher degree of physical impact by the end of the Decade, when the ongoing projects would have been completed.

135. As much as it is difficult to quantify the physical impact of the Decade, it can be said with positive assurance that there has been a significant awareness and positive increase in the non-quantifiable aspects such as institutional building in the sector during the Decade. Signficant successes have been attained in the areas of road Maintenance, road safety, training and technical assistance, institutional building and the Trans-African Highways, the highway master plan, non-Physical barriers to inter-State travel by road and attempts at harmonizing highway design standards.

6.5.2 Railways and Rail Trans

136. The evaluation of the impact of the Decade on the railways sector may be based on the universally accepted criteria of improvement o-State tf traction power of networks, increased transport capacity, rate of availability of locomotives, tonne-kilometres transported, quality of service as well as level of investments made.

137. As part of this assessment, relevant questionaires were sent out to all the railways administrations but only five had been received replies at the time of reporting. Thus the following results are based only on this rather small sample.

6.5.2.1 Increasing traction power

138. During the decade the traction power of the five networks evaluated increased steadily. The number of locomotives increased from 340 in 1978 to 407 in 1984 and 423 in 1987, or 27 per cent and 39 per cent increases, respectively. During the same period, the annual distance covered by the locomotives also increased by 12 per cent and 17 per cent, respectively.

139. The realiability of the locomotives did not however improve accordingly, if looked at from weighted availability rates (100, 94.6 and 95.8). It will noted that the average power per locomotive increased from 1,465 HP in 1978 to 1,486.5 in 1984 and 1,561 HP in 1987. This involved restructuring of transport plans through the programming of increasingly heavy trains, thereby ensuring a. It wi more rational traffic operation.

6.5.2.1 Increasing the transport capacity

140. Passengers traffic in most of the networks was very erratic. Goods traffic is a better reflection of the global railway operations within the present African context. In terms of numbers, the wagon fleet increased considerably. Similarly, the loading capacity increased by seven per cent between 1978 and 1987.

141. The tonnage transported was 27 million tons in 1978. It increased to 32 million in 1984, representing an increase of 20 per cent. The total tonnage transported in 1987 is estimated at 33 million tons, representing an ihcrease of 20 per cent compared to 1978.

6.5.2.3 Quality of services provided

142. In the field of railway, the quality of services provided to clients can be appreciated through several criteria including security, comfort, regularity, cost etc. With regard to some networks, the quality of service improved considerably during the Decade. Significant improvements have also been made with regard to goods traffic. The number of derailments on main line has dropped considerably, from 155 in 1978 to 89 in 1987 for the five networks. This reduction shows a net improvement in the track and rolling stock maintenance.

6.5.3 Air Transport

6.5.3.1. Infrastructure

143. Regarding international airports, figures obtained from ICAO do not indicate a significant change in the number of airports. The number of international airports in Africa as given in the Regional Air Navigation Plans over the years, were 121 in 1977, 125 in 1983 and 147 in 1986. It should be noted that the number of airports in 1986 includes only those indicated in the air navigation plan for International scheduled flights, regular and alternate.

144. Regarding all the airports open for public transport in Africa, there has been an increase from 1458 in 1982 to 1716 in 1986, or 18 per cent. The figures given above should be treated with caution as each country tends to use different criteria to count and submit the number of airports.

145. The conclusion to be drawn from the data is that there has not been a drastic change in the number of international airports. It should be pointed out however that most international airports in Africa are located in the capitals and had been built before the start of the Decade. What has been done during the programme was mainly improvement of facilities.

6.5.3.2 Traffic

146. In terms of shows international scheduled traffic trends from 1978 to 1986, the number of passengers carried increased every year except in 1986 when there was a drop of 8.8%. In the same year, the passenger-kilometres performed and the freight tonne-kilometres performed dropped by 6% and 9%, respectively while from 1978 to 1985 there was steady increase. Regarding the number of aircraft departures there was an upward trend except in 1981 and 1986 when drops of 1.4% and 6% respectively were experienced. The passenger load factor has been more or less uniform over the years fluctuating between 56% and 59%. With regard to tonne-kilometres available there was an upward trend peaking in 1984 after which there was a downward trend with drops of 10% and 5%, respectively.

147. Overall from 1978 to 1986 there has been an increase in traffic and tonne-kilometres available but the passenger load factor dropped

by 2%. Despite this overall growth, the Africa's share of world traffic gives another picture over the years.

148. Other areas which had some impact are in tariffs, training and traffic rights.

6.5.4 Maritime Transport and Ports

149. Africa's share of the world tonnage which was 6.6 million DWT or one per cent at the beginning of the Decade (1978) reached 7.6 million DWT or 1.2 per cent of the world total by 1986, an overall increase of 15.2 per cent. The Decade Programme especially the Phase I project implementation has had its considerable effect on this result. Even though about 10 countries showed declines in their fleet capacities, the great majority achieved fleet capacity increases ranging from as low as 3.6 for Algeria to as high as 378.5 per cent for Angola, 406.5 for Cameroon, 287.3 per cent for Ethiopia and 191 per cent for Tunisia.

150. Africa's share of the world seaborne traffic which was 73.37 million tons (2.9 per cent) in 1970 reached 123.84 million tons or 3.6 per cent of the World total in 1978. By the end of Phase I in 1983, African fleets carried 205.34 million tons, reaching 6.2 per cent of the World total. By 1986 Africa's share declined a little to 201.3 million tons or 5.8 per cent of the World seaborne trade. This shows an overall Decade increase of 174.3%.

151. In Ports, the impact of the Decade programme can be seen in the extent of port development in Africa during the Decade. Container handling facilities have been constructed in many ports; other infrastructure development, particularly construction of berths; and measures to improve port productivity were carried out as part of the Decade.

6.5.5. Telecommunications

152. Even if none of the objectives of the subsector has been completely achieved during the Decade, significant progress has been achieved. The principal achievement has been in the identification of the main needs for the development of the telecommunications sub-sector and its importance in the overall economic development of Africa.

153. The development target for the telecommunications subsector was set at achieving an average penetration of one telephone set per hundred population. As of 1987, direct line penetration of about 0.7

per cent had been achieved. This in itself is very significant in view of the increase in population over the period. In absolute terms, an average growth rate of about 13 per cent per year was achieved, compared to the Decade target of 14 per cent per year.

154. Another area of impact was in the realization of and the operational reliability of Pan-African telecommunications network. Thanks to the Decade, African States have managed to co-ordinate the development and operation of this network.

155. Within the framework of the Decade, the African States also agreed to combine the various efforts to establish satellite systems which had been going on prior to the Decade into a single unified project - the Regional African Satellite Communications System (RASCOM). The feasibility study for RASCOM is still in progress.

156. In terms of institutional development, the Decade programme resulted in the establishment of telecommunications training facilities in many of the African countries.

6.5.6 Broadcasting

157. In the Broadcasting subsector, the main Decade objectives were to achieve penetration of 20 radio receivers per 100 population, one radio receiver per household, total coverage of each country for radio signals.

158. The latest figures available on radio penetration show an average of 13 radio receivers per 100 population in 1983, which is 14% above the 1979 figure. No comparable figures were obtained on the extent of broadcasting coverage.

159. In general, it can be said that the Decade had a significant impact on the development of broadcasting in Africa, particularly at the policy level. The programme helped focus attention on the importance of broadcasting in the economic development of each country.

II. CONCLUSIONS

160. In Africa as elsewhere, the development of transport and communications is not an end in itself, but a means of stimulating and sustaining overall development. It was expected that the Decade would have an impact on agricultural and industrial development, exploitation of natural resources and economic cooperation among African States. To what extent have all the activities taken in the framework of the Decade which is drawing to the close, contributed to the attainment of these objectives of development at continental level, is somewhat premature to draw definite conclusions about at this stage. The results so far attained may well be exceeded in the future when all the effects may be more apparent. The current assessment of the impact of the Decade has been presented in the foregoing chapter.

7.1. Aims of the Decade

161. One question which should be asked at the end of the Decade and which has already been raised on several occasions previously, is whether there has been any development in transport and communications in Africa since 1978 and whether the Decade contributed to this in any way? To respond to this question, it is necessary to refer to the framework of the declaration of the Decade. The aim of the ECA Conference of Ministers which requested the proclamation of the Decade was to define and apply a global strategy for establishing an integrated transport and communications network throughout the continent. Indeed, the real issue is that of knowing whether the Decade did make it possible to equip Africa with an appropiate strategy and whether the application of this strategy during the course of the Decade provided at least the basis for establishing an integrated transport and communications network in Africa.

162. This evaluation has come to the conclusion that the Decade in fact enabled Africa to equip itself with a global strategy suited to its needs and containing the basic elements necessary for establishing and implementing the required policies, plans and programmes at regional and subregional levels.

7.2. Conceptual relevance of the global strategy

163. This strategy nevertheless, had major shortcomings and inadequacies which must be addressed in any future programme. They include primarily the following:

(i) The main objectives were well defined but the guidelines were not clearly expressed so as to facilitate the definition of specific sectorial and sub-sectorial objectives. Major aspects such as maintenance, training, management and planning are not easily discernible in the present wording of the principal objectives.

(ii) The identification of specific sectorial and sub-sectorial objectives did not take into consideration all the main objectives of the Decade. There are no indications as to which objective should be given priority during the course of the Decade. In fact was it justifiable to drop some of these objectives?

(iii) The global strategy is backed by a list of projects, but lacks a real plan of action, or a coherent programme, specifying the achievements expected during the Decade.

(iv) A disproportionate number of national projects were included in the list to the detriment of regional, subregional and national projects with a subregional impact.

(v) With regard to the institutional mechanisms for its implementation, their functions were not defined well enough to reflect their specific and complementary aspects. Organizations in the region which have traditionally played a major role in the promotion and development of transport and communications were not given enough responsibility within the Decade. The MULPOCs did not succeed in playing the major role they were assigned at subregional level, mainly due to lack of technical resources.

(vi) Certain concepts put forward up till now, have given rise to some reservations; for example, the layout of the transafrican routes seems to have been arbitrarily determined on a map, with the sole objective of rapidly linking two distant countries, rather than in consideration of objectives relating to agricultural and industrial development, connecting the main intermediate cities in the process.

7.3 The efficiency of the preparation of the Decade Programme

164. The decision to prepare the Decade programme in two phases was sound; it made it possible to correct certain errors made during the first

stage. Nevertheless, several inadequacies reduced the effectiveness of the programme, especially:

(i) Inexistence of stringent criteria for accepting or rejecting unjustifiable projects.

(ii) Inexistence of effective follow-up mechanisms, which should enable the Decade Secretariat to promote and sustain the interest manifested in financing projects during meetings organized specifically for mobilizing financial resources.

(iii) Inexistence of a realistic, coherent programme, to be strictly adhered to according to an established calendar and a clear definition of precise achievements aimed at during the Decade.

(iv) Not enough attention was paid to the harmonization of the existing plans of the various specialized and sub-regional organizations involved in the development of these sectors. Consequently, no regional master plan was developed, except perhaps in the telecommunications subsector where the Panaftel project represents the regional master plan. However, during the Decade the preparation of a Transport Master Plan for Africa was initiated.

(v) Inexistence of a minimum programme, grouping together specific vital, harmonized and integrated projects that should be implemented during the Decade.

(vi) Inexistence of an order of priority among similar or competitive projects.

(vii) Inexistence of measurable development indicators for transport sector which would make it possible to assess achievements and performances resulting from the pursuit of the Decade objectives.

(viii) Some relevant recommendations formulated with a view to improving the programme of the second phase were not implemented, especially some put forward by the Paris Round Table.

165. These inadequacies led to the preparation of a list which included some of unrelated projects and even if all such projects were executed,

there would hardly be any guarantee that any real progress would have been made towards the integration and harmonization of African transport and communications systems.

7.4. Quantitative Results

166. In the first phase programme out of US$ 15 billion estimated cost, a total of US$ 7 billion or 47 per cent was secured. For the second phase US$ 6 billion was reported secured by end of 1987, which represents 32 per cent of total cost of US$ 18 billion.

167. In terms of project implementation 300 out of 1091 projects in the first phase, that is 27 per cent were reported completed by the end of that phase in 1983. Many of the projects in phase one were transferred to the second phase. As of year-end 1987 available information shows that 164 projects in Phase II programme are completed. Assuming that the 303 projects which are under implementation will be completed, the implementation rate of this phase will be at least 45 per cent of the 1048 projects in the programme.

168. The quantitative results, which at this time should be considered as provisional, clearly reveal that the Decade did contribute to acquisition of financing for a sizeable number of projects, including those which were probably being negotiated before the Decade. It is however not possible to isolate the financing obtained on account of the Decade, since States usually negotiated funding on a bilateral or multilateral basis, without the assistance of the Decade Secretariat. Nevertheless, the States have in many instances utilized the cause of the Decade to promote the priority or importance of some projects, due to the fact that they are included in the Decade programme.

169. The volume of purely national projects was much higher and benefitted from nearly two thirds of the total financing obtained during the course of the Decade. African States contributed 60 percent of the total financing needed for national projects and 51 percent of total financing received for regional, subregional and national projects with subregional impact. Thus, the apparent emphasis on national rather than projects of regional and subregional importance tended to compromise the achievements of the Decade objectives, namely integration of African transport and communications systems.

170. Overall, the African States provided on average about 40 per cent of the total financing obtained for the first and second phase projects, amounting to about US$ 5 billion over the period up to 1987. No doubt,

a large proportion of the responsibility for implementing the Decade lies with the African governments.

171. The programme content continued to evolve throughout the Decade and did not always facilitate either the understanding nor the monitoring of the programme, since a bench-mark programme was not determinable, especially in the first phase.

172. Evaluation of the progress achieved in the implementation of the Decade was hampered by the lack of information, generally because the States failed to pass on such information regularly and on time to the Decade Secretariat. Moreover, no verifiers of achievement were defined during the formulation of the programme objectives.

173. Efforts to mobilize financing through the technical consultative meetings or the co-financing meetings held so far did not provide expected results, mainly because of the inexistence of mechanisms for systematic follow-up.

7.5. Qualitative results

174. Three main objectives were well covered during the implementation of the Decade. They are: (i) integration, (ii) opening-up of land locked regions and (iii) mobilization of resources. The least covered objectives are on harmonization, restructuring and industrial promotion.

175. It is difficult at this time to show quantitatively the full impact Decade might have had on the improvement of transport conditions and the efficiency of communications services. However, it generated considerable momentum which should be underscored with regard to creating political awareness through the Conference of Ministers of Transport, Communications and Planning; as well as at operational and technical level through the meetings of the Inter-agency Coordinating Committee.

176. The Decade also gave a major boost to the future development of transport and communications by equipping Africa with a strategy and policy as well as institutions and mechanisms for its implementation. The impact generated by the Decade, even if it cannot clearly be quantified, nevertheless provides the necessary spring board for the global strategy which should be improved and be a guarantee for future action.

7.6 Contribution of the international community, international and African organizations

177. African organizations and agencies of the United Nations system which traditionally are involved in the transport and communications sectors generally participated in the implementation of the Decade programme through their regular programmes. Very few organizations contributed directly by creating new programmes, but almost all declared their readiness to pursue the aims and objectives of the Decade in the planning of their own programmes and plan of work. The major organizations which participated in the Decade programme are:

(i) The UNDP, which was the lifeline of the Decade and contributed to the implementation of the programme by financing projects and programmes directly or indirectly through executing agencies. The UNDP in addition, directly financed the activities and staff of the Decade Secretariat providing most of the cost of the Decade Secretariat throughout the Decade (1978-1988).

(ii) The United Nations General Assembly contributed directly to the activities of the Decade Secretariat by providing funds for special studies carried out by the ECA in pursuit of the Decade objectives as well as for organizing meetings of the Conference of Ministers throughout the period of the programme. This of course, is above and beyond the fact that it was the General Assembly which declared the programme in the first place as a joint international effort.

(iii) ADB financed several projects included in the Decade programme, involving several African countries. During the second phase alone, it financed single-handedly or with other donors, more than 40 projects included in the programme and involving 22 different countries. Of particular significance is its support for the study for a regional satellite system - RASCOM project. However, it did not play a big role in the mobilization of funds for the entire Decade as was expected.

(iv) The governments of France and the Federal Republic of Germany, in addition to financing projects on bilateral basis with member States, also directly supported the Decade programme by providing several experts to the Decade

Secretariat at the ECA between 1982 and 1985. Financial assistance to the secretariat was also given by the government of Netherlands.

(v) The activities of the OAU have been centred around sensitization of member States on the need to achieve the objectives of the Decade programme. The fact that the Member States carried out the actual implementation of the projects, whether financed locally or from external sources, is evidence of the importance they individually and collectively attached to the Decade programme.

(vi) The ECA did satisfactorily carry out its mandate as the lead agency for the Decade, though without some difficulties. It co-ordinated the preparation of the programme, promoted it at various fora, organized several meetings for mobilization of resources and acted as the secretariat for the programme.

178. Among these six major organizations, the level of coordination was rather low however, and, as a result, each tended to work separately on its own programmes.

179. The international community as a whole contributed in a significant way by participating in the financing of Decade projects as well as in financing the activities of the Decade Secretariat. The proportion of funds from external sources represented approximately 40 percent of the financing of national projects and approximately 60 percent of regional and subregional projects. In all, financing obtained from external sources amounted to about 60 per cent, or over US$ 8 billion of total project financing up to 1987. These included loans as well as grants on bilateral agreements with the member States.

VIII. RECOMMENDATIONS

180. The recommendtions which follow are based on the major findings and conclusions of the evaluation of the Decade programme, taking into account the achievements and shortcomings of the programme, the important activities began but not completed and the overriding needs for the future development of transport and communications in Africa.

Recommendation I: Declaration of a Second Transport and Communications Decade in Africa.

181. The main objectives and aims of the Transport and Communications Decade in Africa have been pursued and reasonably achieved up to a point over the past nine years. The major contribution of the Decade to African development has been the fact that the region has been equipped with a regional global strategy for the development of the transport and communications sectors, designed to stimulate and sustain socio-cultural and economic co-operation integration and economic growth in Africa. In view of the long-term nature of these activities and the fact that a good foundation has been laid during the first Decade, it is only logical and worthwhile for a Second Decade to be proclaimed, during which the activities and momentum should be continued.

182. In this respect, it is recommended that:

(a) the principles and objectives of the global strategy be re-emphasized and consolidated to serve as the basic framework for the regional development and planning of the transport and communications sectors in Africa.

(b) the effective period of the Second Decade be 1991 -2000, which should be regarded as an intermediate phase in a long-term programme for the total achievement of the global objectives of facilitating physical integration of the continent;

(c) the declaration of a Second Decade be accepted, in principle, by the ECA Conference of Ministers as well as by the OAU Summit Conference of Heads of State and Government and jointly sponsored and supported by African States at the UN General Assembly.

Recommendation 2: Maintain the expertise and experience acquired during the first Decade by retaining and/or reappointing the statutory and executing agencies.

183. The first Decade has not only been an original but a unique experience of a long-term programme in the UN System. The lessons and experiences acquired from it would be of invaluable significance for a Second Decade. During the current Decade, it has been possible to establish strategies, mechanisms and basic conditions which enabled the implementation of the programme and it is, therefore, necessary for these to be available for the proposed Second Decade.

184. In this regard, it is recommended that:

(a) the role and responsibilities of the Conference of African Ministers of Transport, Communications and Planning as well as its functions as the permanent policy making body for the implementation of the proposed Decade programme, be reconfirmed.

(b) ECA be reappointed as lead agency for the implementation of the Second Decade and to be responsible for the following:

(i) preparation of the Second Decade programme in close collaboration with relevant regional/subregional intergovernmental organizations/institutions, specialized agencies of the United Nations system, relevant African institutions and other international institutions..

(ii) harmonization, co-ordination and monitoring of all activities to be carried out by itself and by all the other institutions, within the context of the Decade.

(iii) ensuring the coherence and harmonization of regional and subregional projects and componenets of national transport and communications plans and projects related to the global strategy and programme;

(iv) providing the secretariat services for the implementation of the programme.

(c) The Inter-Agency Co-ordinating Committee be reappointed, its composition expanded to include users and operators' representatives, and its role as the ultimate technical body of the programme, responsible to the Conference of Ministers, be strengthened.

Recommendation 3: Allow a two-year preparatory period between the end of the first and the launching of the Second Decade.

185. The preparation and implementation of the first Decade were adversely affected by the lack of experience and inadequate preparation of the programme. Taking into account the lessons from the experience, it seems absolutely imperative that adequate time is devoted to the careful preparation of the Second Decade programme. In this regard, the States are urged to provide ECA with all relevant information. In this connection, the States should provide ECA with all the necessary information. Furthermore, since the first Decade did involve and generated interest in various circles, which should be maintained and re-emphasized, the preparatory period would enable dissemination of the results of the implementations of the first Decade, and discussions which would enable the smooth launching of the second Decade.

186. It is therefore recommended that the two-year preparatory period (1989-1990) should be devoted to:

(i) preparation of a long-term transport and communications development plan for Africa. covering the period 1991 to 2010,

(ii) preparation of a detailed programme of activities of the Second Decade (1991 - 2000).

(iii) establishment of the mechanisms for executing the programme of the Second Decade.

Recommendation 4: Preparation of the programme for the Second Decade: ECA in close collaboration with other relevant UN agencies and African Intergovernmental Organizations, should undertake the following activities during the two-year preparatory period:

4.1 (a) Compilation of the necessary information, for the purpose of:

(i) Making a final assessment of the programme of the first Decade;

(ii) Establishing a special priority programme consisting of still relevant regional, subregional and or national projects with regional/subregional importance which did not receive full financing and/or were not implemented during the first Decade;

b) Updating and harmonizing priority areas in each transport and communications subsector, determined to be of importance in the Second Decade programme, with special emphasis on regional, subregional and national projects with subregional significance as contained in:

(i) national transport and communications plans,

(ii) transport and communications plans of regional/subregional IGOs.

(iii) transport and communications plans of specialized African and international organizations.

4.2 Hold consultations with other Agencies/organizations currently executing decade programmes so as to exchange views and experience which can be useful for the preparation and implementation of the Second Decade.

4.3 ECA in collaboration with member agencies of the IACC, should accelerate the preparation of regional/subregional policies, development programmes and master plans for each transport mode and communications sub-sector, as well as integrated global master plans of the transport and communications sectors, taking into account the following:

(a) Plans and programmes should be based on the development of regional corridors that support or are designed to support the development objectives of the Monrovia Strategy and the Lagos Plan of Action;

(b) Clearly established transport and communications priorities as contained in regional/subregional specialized member agencies of the IACC, or national plans; such plans should include short-term (1991-1995), medium-term (1996-2000) and long-term (1991-2010), with more specific objectives, programmes and projects for the short- and medium-term periods.

(c) The need for a coherent minimum programme which must be implemented within the specified period.

(d) A detailed and appropriate mechanism for the implementation of the regional/subregional components of the programme, including availability and sources of resources.

(e) Appropriate identifiers and indicators which would enable assessment of the achievement of the programme.

(f) Relevant recommendations made, but not applied during the first Decade, whose implementation can contribute positively to the preparation and execution of the Second Decade.

Recommendation 5: Establishment of complementary and strengthening of existing mechanisms for implementation of the programme

(a) Creation of a Resource Mobilization Committee comprising: ADB, OAU, UNDP, BADEA, World Bank, EEC, ACP as members and ECA providing secretariat services. The committee will be responsible for: strengthening cooperation among its members, and ensure the collaboration and participation of other financial institutions in the financing of such studies and projects. in accordance with the global strategy.

(b) In collaboration with governments and member institutions of the IACC, establish national co-ordinating committees responsible for:

(i) monitoring in each country the implementation of projects, policies, programmes, modal and

sub-sectorial master plans that fall within the global strategy;

(ii) Co-ordinating activities and information with the Decade secretariat.

(c) Create new associations/organizations which should group together professionals and/or operators in sub-sectors where no such bodies already exist;

(d) The Inter-Agency Co-ordinating Committee should meet at least twice a year during the preparatory period in order to:

(i) consider proposals submitted by the Decade secretariat;

(ii) advise the secretariat on the formulation of recommendations to be submitted to the Conference of African Ministers of Transport, Communications and Planning.

(e) The Conference of Ministers should meet at least once a year during the 1989-1990 period, in order to consider and approve the recommendations for the implementation of the global strategy during the second Decade.

Recommendation 6: Other relevant considerations.

Financing the second Decade - responsibility of African States.

(a) Since African States are primarily responsible for, and are the principal beneficiaries of the programme, they should devote increased (financial) resources to the implementation of the Second Decade, than they did during the first Decade and to strictly adhere to the priorities laid down for the execution of projects.

(b) Detailed and specific recommendations relating to each transport mode and communications subsector, contained in the sectoral reports should be carefully considered and incorporated into the Second Decade programme, so as to enable it more appropriately address the problems prevailing in transport and communications development in Africa.

LIST OF MEMBERS OF THE IACC

1.	(ADB)	African Development Bank
2.	(AFCAC)	African Civil Aviation Commission
3.	(AFRAA)	African Airlines Association
4.	(ASECNA)	Agence pour la securite de la navigation aerienne en Afrique et a Madagascar
5.	(BADEA)	Arab Bank for Economic Development in Africa
6.	(BOAD)	West African Development Bank
7.	(BDEAC)	Central African Development Bank
8.	(CEPGL)	Economic Community of the Great Lakes Countries
9.	(CLISS)	Permanent Inter-State Committee for Drought in the Sahel
10.	(ECE)	Economic Commission for Europe
11.	(IBRD)	International Bank for Reconstruction and Development
12.	(ICAO)	International Civil Aviation Organization
13.	(ITU)	International Telecommunications Union
14.	(IMO)	International Maritime Organization
15.	(ILO)	International Labour Organization
16.	(IRF)	International Road Federation
17.	(KBO)	Kagera Basin Organization
18.	(MINCOMAR)	Ministerial Conference of West and Central African States
19.	(MRU)	Mano River Union
20.	(OAU)	Organization of African Unity
21.	(PMAESA)	Port Management Association of Eastern and Southern Africa
22.	(PMAWCA)	Port Management Association of West and Central Africa
23.	(PMANA)	Port Management Association for North Africa
24.	(ECOWAS)	Economic Community of West African States
25.	(PAPU)	Pan-African Postal Union
26.	(PATU)	Pan-African Telecommunications Union
27.	(PTA)	Preferential Trade Area
28.	(SATCC)	Southern Africa Transport and Communications Commission
29.	(TAHA)	Trans-African Highway Authority
30.	(TEAHA)	Trans-East African Highway Authority
31.	(UNCTAD)	United Nations Conference on Trade and Development
32.	(UNDP)	United Nations Development Programme
33.	(UNESCO)	United Nations Educational, Scientific and Cultural Organization
34.	(UPU)	Universal Postal Union

LIST OF MEMBERS OF THE IACC (Contd.)

35.	**(UAPT)**	**African Posts and Telecommunications Union**
36.	(UAR)	Union of African Railways
37.	(UDEAC)	Union Douaniere et economique de l'Afrique centrale
38.	(URTNA)	Union of National Radio and Television Organizations in Africa
39.	(UNIDO)	United Nations Industrial Development Organization
40.	(UNHCR)	United Nations High Commission for Refugees
41.	(UNSO)	United Nations Sudano-Sahelian Office
42.	(UNICEF)	United Nations Children's Fund
43.	(WAEC)	West African Economic Community
44.	(WFP)	World Food Program
45.	(WMO)	World Meteorological Organization
46.	(WHO)	World Health Organization
47.	(FAO)	Food and Agricultural Organization

RESOLUTION ECA/UNTACDA/RES.88/73

DECLARATION OF A SECOND UNITED NATIONS TRANSPORT AND COMMUNICATIONS DECADE IN AFRICA

The Conference of African Ministers of Transport, Communications and Planning, meeting at Kinshasa from 23 to 24 March 1988,

Recalling resolution 291 (XIII) adopted on 26 February 1977 by the Conference of Ministers of the Economic Commission for Africa, Economic and Social Council resolution 2097 (LXIII) of 29 July 1977 and General Assembly resolution 32/160 of 19 December 1977 proclaiming the United Nations Transport and Communications Decade in Africa,

Referring to resolution CM/RES.675 (XXXI) of the Assembly of Heads of State and Government of the Organization of African Unity on the United Nations Transport and Communications Decade adopted in Khartoum in July 1978,

Recalling also its resolution ECA/UNTACDA/RES. 84/44 adopted in Conakry in February 1984 recommending to Governments of member States to adopt the principle of launching a second United Nations Transport and Communications Decade in Africa,

Recalling further its resolution ECA/UNTACDA/RES. 86/55 adopted during its fifth meeting held in Harare from 10 to 11 March 1986 whereby it

(a) Adopted the recommendations of the Joint Inspection Unit of the United Nations, namely that:

(i) There should be a period of evaluation and analysis before a decision is taken on whether or not there will be a second Decade. In this connection, the period of evaluation should commence immediately and ECA should find the means of undertaking consultations during the current Decade in order to undertake an in-depth evaluation of the Decade;

(ii) ECA should prepare, as soon as possible, an in-depth evaluation of the decade programme in close collaboration with regional and subregional organizations, the United Nations agencies

concerned and other agencies that have been involved i financing and implementing Decade projects;

(b) Appealed to international and regional financial institution in particular the African Development Bank, the International Ban for Reconstruction and Development and the United Nation Development Programme, to assist with the in-depth evaluation o the impact of the Decade;

Having considered the report of the sixth Intergovernmental Meetin of Experts of Transport, Communications and Planning;

1. Thanks the United Nations Development Programme for th substantial support granted to ECA which has made it possible t undertake the in-depth evaluation of the impact of the United Nation Transport and Communications Decade in Africa;

2. Adopts the following recommendations of the Sixt Intergovernmental Meeting of Experts of Transport, Communication and Planning:

(a) That in view of the positive impact of the Decade on th integration of transport and communications in Africa an that a considerable effort still needs to be deployed to stimulat cooperation, integration and growth in the transport an communications sectors in Africa, a second Decade shoul be declared covering the period 1991-2000 in order to sustai the momentum of the activities commenced during the firs Decade;

(b) That the expertise and experience acquired during the firs Decade should be maintained by retaining and/or reappointin the statutory and executing agencies of the first Decad namely;

(i) The Conference of African Ministers of Transpor Communications and Planning as the permanent polic making body for the implementation of the Decad programme with the same role and responsibilities as durin the first Decade;

(ii) ECA as the lead agency responsible for:

- Preparation of the Decade programme in close collaboration with intergovernmental subregional and regional organizations, United Nations specialized agencies and relevant African and international organizations;

- The harmonization, co-ordination and monitoring of all activities to be carried out by itself and by all the other institutions, within the context of the Decade;

- Ensuring the coherence and harmonization of regional and subregional projects and components of national transport and communications plans and projects related to the global strategy and programme;

- Providing the secretariat services for the implementation of the programme;

(iii) The Inter-Agency Co-ordinating Committee (IACC) as the technical body of the Decade accountable to the Conference of Ministers through the Intergovernmental Meeting of Experts.

(c) That there should be a two-year preparatory period between the end of the first Decade and the launching of the second (1989-1990), during which:

- A long-term transport and communications development plan for Africa, covering the period 1991-2010, will be prepared;

- A detailed programme of activities of the second Decade (1991-2000) will also be prepared;

- The mechanisms for executing the programme of the second Decade will be established; and

- Specific functions to be performed by the various statutory organs and executing agencies of the Decade will be defined;

(d) The ECA in close collaboration with members of the IACC, other relevant UN agencies and African intergovernmental organizations, should undertake the following activities during the two-year preparatory period:

(i) Compile information required for defining a special priority programme consisting of inter-State and interregional projects retained during the first Decade but which were not executed;

(ii) Update and harmonize priority regional, subregional and national projects of subregional significance contained in the national plans and the plans of regional or subregional intergovernmental organizations and specialized African and international organizations;

(iii) Hold consultations with other agencies and organizations currently executing decade programme so as to exchange views and experience which can be useful for the preparation and implementation of the Second Decade;

(iv) Accelerate in collaboration with member agencies of the IACC, the preparation of regional and subregional policies, development programmes and master plans for each transport and communications sub-sector, as well as integrated global master plans of the transport and communications sectors, taking into account the following:

- Plans and programmes should be based on the development of regional corridors that support or are designed to support the development objectives of the Monrovia Strategy and the Lagos Plan of Action;

- Clearly established transport and communications priorities as contained in regional and subregional plans and in the programmes of specialized member agencies of the IACC, or national plans; these will include short-term, medium-term and long-term programmes;

- The need for a coherent minimum programme which must be implemented within the specified period;

- A detailed and appropriate mechanism for the implementation of the regional and subregional components of the programme, including availability and sources of resources;

- Appropriate indicators which would facilitate assessment of the achievement of the programme;

- Relevant recommendations made, but not applied during the first Decade, whose implementation can contribute positively to the preparation and execution of the second Decade;

(e) Undertake with support from intergovernmental organizations and appropriate specialized agencies, a study on the ineffectiveness of transport and communications in Africa and formulate the reforms and policies required;

(f) That new mechanisms for the implementation of the programme of the Second Decade should be established and that some changes be introduced in the modus operandi of some of those existing during the First Decade as detailed below:

(i) That a resource mobilization committee to be chaired by an African institution be created, consisting of UNDP, World Bank, OAU, ADB, BADEA, EEC, ACP as members and ECA providing secretariat services. The Committee should strengthen co-operation among its members and ensure the collaboration and participation of other financial institutions in the financing of such studies and projects that fall within the global strategy;

(ii) That national co-ordinating committees should be established in collaboration with governments and member institutions of the IACC. The committees should be responsible for monitoring in each country the implementation of projects, policies, programmes, modal and sub-sectorial master plans that fall within the global strategy and co-ordinating activities and information with the Decade secretariat;

(iii) That new associations and organizations which should group together professionals or operators in sub-sectors where no such bodies already exist should be created;

(iv) That the Inter-Agency Co-ordinating Committee should meet at least twice a year during the preparatory period in order to consider proposals submitted by the Decade secretariat; advise the secretariat on the formulation of recommendations to be submitted to the Conference of African Ministers of Transport, Communications and Planning;

(v) That the Conference of Ministers should meet at least once a year during the 1989-1990 period, in order to consider and approve the recommendations for the implementation of the global strategy during the second Decade;

(g) That African States are primarily responsible for, and are the principal beneficiaries of, the programme, and should devote adequate and more financial resources to the implementation of the Second Decade than they did during the first Decade and should strictly adhere to the priorities laid down for the execution of projects. Furthermore detailed and specific recommendations relating to each transport mode and communications subsector contained in the sectoral reports, should be carefully considered and incorporated into the Second Decade Programme, so as to enable it to more appropriately address the problems affecting the development of transport and communications in Africa.

3. Recommends to the Assembly of Heads of State and Government of the Organization of African Unity as well as the ECA Conference of Ministers and other appropriate United Nations bodies, to take the necessary measures to proclaim a Second United Nations Transport and Communications Decade in Africa;

4. Appeals to the Administrator of the United Nations Development Programme to continue to provide adequate funds to ECA to enable it to discharge the responsibilties imposed on it in this resolution;

5. Requests the Executive Secretary of ECA to report to its next meeting on the implementation of this resolution.

EXCERPTS OF STATEMENTS FROM THE SIXTH CONFERENCE OF MINISTERS OF TRANSPORT, COMMUNICATIONS AND PLANNING, HELD IN KINSHASA (ZAIRE) MARCH 1988

- Opening Statement by the honourable Minister for Transport and Communications Zaire.

- Statement by the honourable Minister of Transport and Communications of Zimbabwe.

- Statement by Prof. A. Adedeji, Under-Secretary General of the United Nations and Executive Secretary of ECA.

- Statements by country representatives:

  -Algeria
  -Burkina Faso
  -Cameroon
  -Guinea
  -Nigeria

- Statements by international organizations:

  - International Maritime Organization
  - International Telecommunications Union
  - United Nations Development Programme
  - World Bank

- Closing Statement by the honourable Minister for Transport and Communications, Zaire.

Best copy available

OPENING STATEMENT BY THE HONOURABLE MINISTER FOR TRANSPORT AND COMMUNICATIONS (ZAIRE)

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We are meeting in Kinshasa, as agreed in Harare, Zimbabwe, in March 1986 at the Fifth Conference of Ministers and State Commissioners responsible for Transport and Communications, for the Sixth Conference at the end of which some historical resolutions will be adopted.

Historical resolutions in the sense that this Sixth Session of the Conference of Ministers of Transport, Communications and Planning, conception and decision-making organ of the Decade, will and must play the role of a hinge between the two periods in other words, between the two Decades.

In this sense and as far as we are concerned, the need and usefulness of proclaiming a Second Transport and Communications Decade in Africa has become more than evident.

From then it will be necessary to take stock of the Decade which is ending during this year and discuss future prospects. I shall deal with these two aspects, one after the other.

The proclamation of the transport and communications decade in Africa in 1977 should be considered as a practical measure meeting. The concerns of African States to look for ways and means to attain the objectives identified and defined by the Organization of African Unity.

As I had stated and stressed at the opening of the Meeting of Experts on 17 March 1988 and I quote "no country in the world can develop without transport and communications means".

From then, it is easy to support the idea according to which transport and communications mightly constitute a sector which can most contribute to the attainment of these objectives and this for several reasons, among others:

The development of transport and communications lead to the physical integration of the continent which concretely strengthens its unity;

For its development in the continent, the transport and communications sector affords many cooperation possibilities among African States;

The development of transport and communications encourages the development and integration of the economies of African countries and this sector offers the material support for the intensification of intra African trades.

This economic development leads to economic independence which is an important factor for the consolidation of political independence.

Our different States have indeed inherited from the colonial times transport and communications systems but these systems were essentially-oriented to serve interests extraneous to Africa. Consequently, these systems proved inappropriate to meet our concerns.

Today, we have to evaluate the results of this first Decade in relation to the objectives initially set. From thereon we have to reconsider the order of priorities drawn up to select the projects, assess a posteriori the initial strategy and the very designing of the programme of the Decade.

For our part, we have established the following facts: First of all we can say that the initial planning of the Decade was somewhat too optimistic. And this is explained by the fact that at the time the Decade was proclaimed the international cooperation prospects seemed favourable as we stated earlier with regard to North-South negotiations on a New International Economic Order.

And that was without thinking of the economic crisis which was to return and reduce the hopes for increase in assistance from the countries of the North to developing countries of the South, particularly in favour of transport and communications.

As a matter of fact, from an overall cost of 33.695 million US dollars (two phases) the funding obtained was to the time of 12.857 million US dollars only. From the latter, external resources represented only 59%.

From then, we may wonder about the effectiveness of the formula used for the resource mobilisation campaign. The Pledging Conference

was a failure. And even the formula of consultative technical meetings was not fully satisfactory. And we had to mention in Harare the problem of "the attitude of donors" which impeded the smooth implementation of the programme.

Generally, only few donors were interested in financing regional or sub-regional projects declared priority projects for the Decade. Most of them preferred national projects.

Then, the fixing of an investment programme of the Decade, in the absence of an African transport plan could not easily meet the strategy for the establishment of an integrated transport and communications project. The geographical presentation of the results of the Decade to better visualize them shows that this integration is far from being achieved.

It is, therefore, necessary to work out first an integration plan of the transport and communications networks and lay the foundation of successive investment programmes on this plan until its concrete execution.

As regards the criteria for the selection of projects or the levels of priority established, it seems that they could not be applied everywhere without creating distortions, considering the diversity of the programmes and the difference in the progress made in transport and communications throughout Africa.

THE HONOURABLE MINISTRE OF TRANSPORT AND COMMUNICATIONS OF ZIMBABWE AND OUTGOING CHAIRMAN AT THE OPENING OF THE SIXTH MEETING OF THE CONFERENCE OF AFRICAN MINISTERS OF TRANSPORT AND COMMUNICATIONS AND PLANNING

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During the fifth meeting of the our conference held in Harare two years ago, we took an important decision that the ECA secretariat should proceed with all haste to undertake an in-depth evaluation of the Decade so as to provide a basis for future action. In this regard, you will recall that during our fourth meeting at Conakry. We had already committed ourselves to the principle of a Second Transport and Communications Decade subject to the recommendation of an evaluation of the first one being made. In the meantime, the Joint Inspection Unit of the United Nations (JIU) carried out its own assessment of the Decade and made some useful recommendations. It was in considering these recommendations that at Harare, contrary to JIU's recommendation that there be in two-year period of reflection after the end of the first decade during which an In-depth Evaluation of the decade would be made, we decided that the evaluation should commence forthwith so that a report could be submitted to this meeting.

The consideration of the report of the In-depth Evaluation will be the main preoccupation of this meeting in view of its important recommendations. Without going into detail, they are: That a second decade should be declared covering the period 1991 to 2000; that in 1989 and 1990 the programme of the second decade should be meticulously prepared, that the institutional mechanisms for monitoring and implementing the programme created during the first decade should be retained and finally that African governments, as the primary beneficiaries, should continue to assume the main responsibility for the financing of the decade programme.....

STATEMENT BY PROFESSOR ADEBAYO ADEDEJI, UNDER-SECRETARY GENERAL OF THE UNITED NATIONS AND EXECUTIVE SECRETARY OF THE ECONOMIC COMMISSION FOR AFRICA AT THE OPENING OF THE SIXTH CONFERENCE OF AFRICAN MINISTERS OF TRANSPORTS, COMMUNICATIONS AND PLANNING
Kinshasa, 23 March 1988

Mr. Chairman,
Honorable Ministers,
Your Excellencies,
Ladies and Gentlemen,

It is a great pleasure for me to welcome you on behalf of my colleagues in the ECA secretariat and on my own behalf to this the sixth meeting of the Conference of African Ministers of Transport, Communications and Planning. I wish to express our gratitude to His Excellency President Mobutu Sese Seko, the Government and the people of the Republic of Zaire for the kind hospitality which has been extended to us as well as for the excellent arrangements that have been made for this meeting which are clearly in evidence and which, I trust, will greatly enhance the quality of our work during this meeting.

It was exactly eleven years ago that ECA Conference of Ministers meeting here in Kinshasa passed the resolution requesting the United Nations and the international community to declare a decade for transport and communications in Africa. We are now once again assembled in Kinshasa on the eve of the end of the Decade, and there could not be a more fitting place for the meeting to mark the end of the Decade than Kinshasa where it all started.

As you will all recall, the decision of the ECA Ministers in March 1977 was followed by an endorsement of the appeal for a transport and communications Decade in Africa by ECOSOC, is July of the same year and, subsequently, in December 1977, the United Nations General Assembly declared the United Nations Transport and Communications Decade in Africa (UNTACDA). Since then a lot of water has passed under the bridge and, as we come in the end of the Decade, it is fitting to reflect on the experience.

When the Decade was declared there was a great deal of optimism and excitement. We were all very excited about the

prospects of this new venture and of treading an uncharted path, since never before had a United Nations Decade been declared for a single region of the world, and we looked forward to an eventful period without knowing exactly what to anticipate. The Decade was declared close on the heels of the Paris Conference on International Co-operation (the so-called North-South Dialogue). At that time, the hopes of the governments and peoples of the South were very high that their development partners in the North were serious about co-operation which would lead to accelerated development of the South and to substantial improvements in their living standards. In 1977, there was also sustained pressures for the establishment of a new international economic order in order to redress the manifest imbalances in international economic relations that rendered the developing countries perpetually subservient to the developed countries. It was genuinely believed that the North was prepared to listen to these demands for the restructuring of the world economy and that a new era of real co-operation would dawn. Instead, these hopes were crushed as in the years following the developed countries became more self-centered and protectionist.

Central to the arguments for a restructuring of the world economic order was the expectation that there would be increased net resource flows from the North to the South. For us working on the Transport and Communications Decade programme disillusionment first set in when we confronted the international community at the Pledging Conference in New York which had been convened by the Secretary General of the United Nations in November 1979 specifically for the purpose of mobilizing financial resources for the implementation of the Decade programme.

Although we had entertained high hopes for the success of the Pledging Conference, we were not deterred by the less than satisfactory outcome. Indeed, as a consequence, we resolved to explore other methods of getting donor support for the Decade projects. We conceived the idea of technical consultative meetings which would provide a forum for representatives of donor countries and financial institutions to examine the projects and for officials of African Governments to justify them. In June 1983, at the Paris Round Table, we undertook a review of the progress made during Phase I and came to the conclusion that the technical consultative meeting machinery could be improved by ensuring that the projects presented to donors were not too many and that they constituted a coherent whole. Thus was born the idea of organizing the next

series of meetings, the co-financing meetings, for projects in the transit transport corridors that offered landlocked countries access to the sea.

The international economic environment in which we tried to achieve the Decade objectives was not very congenial either. Throughout most had a negative impact on the flows of development assistance to our countries. During the same period, many countries in Africa, especially in the Sudano-Sahelian zone and in Eastern and Southern Africa, were victims of drought of unprecedented severity. In the midst of all this it appeared that the noble ambitions of the Lagos Plan of Action, of which the Decade's objectives and strategy were key aspects, would be stillborn. It was against this background that the twenty first ordinary session of the Assembly of Heads of State and Government of the Organization of African Unity was held in Addis-Ababa in July 1985, devoted exclusively to economic questions. After reviewing Africa's economic crisis, the Assembly agreed that urgent measures were needed to stem the decline of Africa's economic performance and to hasten recovery. the Assembly adopted the "African Priority Programme for Economic Recovery (APPER, 1986-1990)" which stressed the paramountcy of agricultural development supported by such other sectors as transport and communications.

The international response to Africa's economic plight was also positive and reassuring as the thirteenth Special Session of the United Nations General Assembly committee itself to aiding Africa's recovery through its own United Nations Programme of Action for Africa's Economic Recovery and Development (UN-PAAERD, 1986-1990). Recent evidence, however, suggests that the international community has so far failed to dully honour the commitments made during the thirteenth Special Session of the General Assembly and that the actual response is far below expectations. In the course of the preliminary assessment of the performance of the African economy in 1987 and of the prospects for 1988 that I made in January this year I had occasion to underline the fact that Africa's economic recovery called for an integrated approach to the issue of ressource flows and that debt, primary commodities export, interest rates, Official Development Assistance and other direct transfers needed to be dealt with stimultaneously, and in their complex inter-relationships in order to ensure that adequate resources are available to African countries for implementing their respective recovery programme. I also pointed out that Africa was playing her part in implementing measures for

a speedy economic recovery and, therefore, that it was a moral responsibility for the international community to support such efforts. It was in that context that African Heads of State and Government had, during the Third Extraordinary Summit of the OAU last November, adopted a common position on Africa's external debt.

Whilst the manner in which Africa will eventually extricate itself from its difficulties cannot be predicted with precision, it is evident that the difficulties have slowed down all sectoral development efforts including transport and communications.

Honourable Ministers,
Ladies and Gentlemen,

During the past ten years we have given periodic reports on the status of implementation of the Decade programme. The progress reports of 1986 and 1987 were examined by the intergovernmental meeting of experts which ended yesterday and their report is on the agenda of your meeting. As you are aware, there were two projects of great regional importance that even pre-dated the Decade, i.e. the Trans-African Highways and the PANAFTEL. While the achievements of the Trans-African Highways has been less than spectacular some progress has been made. The PANAFTEL, on the other hand, has been making steady progress although the project has been plagued by underutilization of installed capacity due, mainly, to poor maintenance. To the two regional projects has been added a third which was conceived during the Decade, i.e. the Regional African Satellite Communications Systems, popularly known as RASCOM. This project epitomozes the kind of regional co-operation that the Decade was supposed to promote. Beset with centrifugal tendencies at first, the Inter-Agency Co-ordinating Committee for RASCOM preserved against many odds and today its work has been crowned with success and the project has attracted a greater volume of funds than it needs. When fully realized, RASCOM will be a lasting monument of the virtues of regional co-operation and will be the first venture that bridges regional differences and truly binds together African countries. In the design of the feasibility study, careful attention has been paid to the involvement of engineers from each country so that the expertise employed in implementing the project can remain permanently in the region.

Honourable Ministers,
ladies and Gentlemen.

Two years ago, in Harare, you instructed ECA to undertake an in-depth evaluation of the Decade. The results of the exercise are now before you for consideration and decision.

The team of nine independent evaluators, has recommended a further ten-year period, from 1991 to 2000, of sustained commitment to the development of a regional transport and communications systems. But before the period commences, the evaluators have also recommended that there be a two-year preparatory phase for assessing the status of the first Decade projects still under execution, preparing a long-term development plan covering the period 1991 to 2010 and, thereafter, a detailed programme of activities for the second Decade (1991-2000=. Another important recommendation is that the expertise and experience acquired during the first Decade should be retained, by reappointing the statutory and executing agencies of the first Decade, that is, the Conference of Ministers itself, the Inter-Agency Co-ordinating Committee, and ECA as the lead agency responsible for co-ordinating and monitoring all activities to be carried out by itself and by all other agencies. You will notice that recommendation 4 prescribes a detailed programme of work during the two-year preparatory phase.

All those recommendations have been made against a background of a thorough analysis of the strengths and weaknesses of the first Decade's programme, of the activities undertaken and institutional mechanisms in place, and of the role of the various partners in the execution of the Decade programme. The strategy and objectives of the Decade that your first meeting adopted, in Addis-Ababa in May 1979, are still valid and are an excellent framework for the development of transport and communications in Africa. It is, however, the implementation of the strategy and the attainment of the objectives that have been less than adequate (found wanting) and, hence, the recommendation that another Decade be launched in order to continue the work that has been started.

We commend to you the recommendations of the evaluation team in their entirely. In doing so, we recognize that a mere declaration of a Decade does not serve any useful purpose. We can only justify another Decade on the basis of a demonstrable resolve to use that period for meaningful endeavours and for improving on the deficiencies of the first Decade. The two-year preparatory

period is therefore crucial. During that time we will have to elaborate a well-thought-out programme. The needs in the transport and communications sectors are so great that there is a very strong and understandable temptation to introduce into the Decade programme all and sundly projects. But the analysis we made of the programme of Phase I of the first Decade showed that the main weakness of that programme was its heterogeneity. I must, therefore, caution that the non-inclusion of projects in the next Decade programme does not relegate them to an inferior position. We have consistently reaffirmed that in Africa the highest priority for the continent's economic recovery is agriculture; for that reason farm-to-market roads and rural communications in general assume a particularly important character; but they assume that importance in a national and, ultimately, a regional context. When we are elaborating a regional programme only projects that fit into a regional pattern need to be considered. Because during the current Decade we were faced with a novel and untried situation, the mistakes we made could be forgiven. But, in future, it would be stretching forgiveness too far if we expect to get away with mistakes that we have already identified as such. Since the objectives of the present Decade covered a wide ground, we tended to propose a multitude of projects, especially study projects, to cover the entire spectrum of the objectives within a limited period. During the next ten-year period we should be careful to plan only projects that are truly indispensable for a continental transport and communications network and that can reasonably be implemented during that period. Next time around we have the advantage of a longer-term programme so that activities that annot be carried out between 1991 and 2000 need not be considered as completely excluded as they may be included at a later date.

Earlier, I singled out the RASCOM project as an exemplary one. It was probably because of its politically sensitive nature and its technical complexity that so much time was devoted to finding a consensus among all African governments. Once that consensus was realized the Inter-Agency Co-ordinating Committee proceeded to work out the modalities of the project7s implementation; their achievements should provide a model for collective ventures in other fields. Not only did the members of the committee seek financing for the project, both singly and collectively, but they also ensured the participation of Governments at every stage of the project so that the latter's commitment was never in doubt. A national monitoring system has also been devised and the involvement of governments is to be continued at all other stages of the project.

The RASCOM is, of course, not the only project with a pan-African thrust. It, infact, took a leaf from the took of the longer established PANAFTEL and the Trans-African Highways projects. Under the aegis of UNTACDA, a Regional Air Transport Committee has been established which has as its mandate finding feasible solutions to the many problems confronting African air transport, especially those related to the exchange of the fifth freedom rights among African countries. This committee might also consider re-organizing its work to include the conception and design of concrete projects addressing the problems they have already analyzed and following through with the search for funding for the projects. For the Trans-African Highways a technical committee could be established without encroaching on the duties and responsibilities of the various Authorities. The Trans-African Highways Bureau that we are attempting to create at ECA could then serve as the executing arm of the committee. Similar committees could be established for other sub-sectors and/or for very large and important regional projects and they could all be sub-committees of the Inter-Agency Co-ordinating Committee of the Decade.

Mr. Chairman,
Honourable Ministers,
Ladies and Gentlemen,

I am sharing these thoughts with you in order to stimulate thought about changes that could be introduced in our methods of operation and in our programmes in the future. During the two-year preparatory period proposed by the evaluators, this is the type of brainstorming that we will have to engage in.

It will be necessary during this preparatory period to identify high-priority projects that are relevant to the strategy and objectives of the Decade. Comprehensive sub-sectoral and sectoral plans will then have to be carefully made, while seeking to eliminate unnecessary modal competition. As has been recommended by the evaluators, the plans will have to cover the next Decade period, that is 1991 to 2000, and then the long-term plan beyond the second Decade up to the year 2010. All these activities will need adequate financial resources if they are to be carried out successfully. I, trust, therefore, that, should you accept the recommendations made in the evaluation report, the financing agencies, especially those within the U.N. family of organizations, will provide the necessary funds.

A related point is that during the preparatory period the roles of the various actors in this exercise of the Decade will be redefined. The evaluators have recommended that the membership of the Inter-Agency Co-ordinating Committee should be expanded to include representatives of users and operators of transport and communications services. It has also been recommended that national co-ordinating committees should be established for monitoring, in each country, the implementation of policies, programmes and projects for coordinating activities and information with the Decade secretariat. It remains yet to define the best way of incorporating users and operators in the institutional framework, that is, whether it is better done at the national level or at the regional level.

The Decade evaluation report was discussed by the Inter-Agency Co-ordinating Committee in its eleventh regular meeting in Ouagadougou, Burkina Faso, last month, and in an extraordinary meeting immediately prior to the intergovernmental meeting of experts held last week. The report has, therefore, not only our commendation but that of the IACC as well. Your own experts have also considered the report and pronounced their judgement on it. You thus have the benefit of the collective wisdom of all of us. I know that you will also apply your critical faculties to the report as well as to all the other agenda items to which I did not specifically refer, so that, at the end of the day, your secretariat will have a clear mandate on the next course of action.

Let me end this statement as I began by extending, once again, my most sincere appreciation to His Excellency Field Marshall Mobutu Sese Seko and to the Government and people of the Republic of Zaire for hosting so generously this sixth Conference of African Ministers of Transport and Communications. For us in ECA, Zaire has always occupied a unique position as we have been involved in its struggle for political and economic survival right from the time of its independence from colonial domination. The 1977 ECA Conference of Ministers held here in Kinshasa turned out to be an unforgetable historic event. It changed the course of the development of ECA and Africa. It was at that meeting that the MULPOCs were born. It was at that meeting that the United Nations Trust Fund for African Development (UNTFAD) was created. It was also at that meeting that UNTACDA was conceived. I do hope that this meeting will also be of equally important and significant historic consequences.

I thank you most sincerely for your kind attention and wish your meeting every success.

STATEMENT BY THE REPRESENTATIVE OF ALGERIA

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Mr. Chairman,

It is indeed not an easy task to take comprehensive stock of ten years of activities of a whole continent in such a vast field as transport and communications. A serious evaluation of our successes and weaknesses, a very objective diagnosis to determine the causes of our shortcomings, are, however, necessary if we want to learn lessons from the experience gained during this first Decade.

One decade is, indeed, not enough to restrcture and redirect the transport and communications system inherited from the colonial period whose main characteristic is its external orientation. Other Decades will undoubtedly be necessary to attain this objective.

However, we have reached a stage where we should be wondering about - the validity of our approach, the relevance of our objectives, the impact of the Decade at the political, economic, social and cultural levels.

The Decade recorded, indisputably, some important achievements:

- It has created the acute awareness of the imperative need for the physical integration of the continent;

- It also had the ment of providing Africa with an overall, integrated strategy for the development of transport and communications;

- Furthermore, it provided African countries with a framework for reflexion, consultation and cooperation at sub-regional and regional levels which encompasses the overall activities linked to transport and communications.

However, we should note the gap between the objectives and the achievements, a difference between the commitments and their concretisation, disproportion between the existing potentialities and their exploitation.

Mr. Chairman,

I had no intention of shrouding the transport and communications decade in pessimism. I simply wanted to underscore that in this strategic field, the main thing is still to be done.

When we ask ourselves about the causes of these shortcomings, we find ourselves facing a set of factors.

First, there is the deterioration of the economic situation in Africa since the beginning of the eighties. The increasing debt burden, the constant fall in export earnings, the reduction of external resource flows have considerably limited the financial means of African countries.

There is also the fact that the huge transfer of discount external resources at the time of launching the Decade did not assume concrete terms at an adequate level.

There are finally domestic factors which we should assume.

Have we shown enough political will to attain the objectives of the Decade?

Have we carried out an optimkum mobilisation of local resources, used the existing potentials pooled the execution, research and training capabilities?

Have we respected priorities and submitted reliable projects?

These are, Mr. Chairman, questions on which we must ponder so as to dear in the necessary lessons for the next Decade.

Mr. Chairman,

The dynamics of the First Decade must be maintained particularly through the proclamation of a Second Transport and Communications Decade.

This second Decade should be carefully prepared. The strategy should be reviewed in the light of the lessons of the first ten years but also the changes which affect the transport and communications field at the international level. The objectives must be clearly defined and the priorities graded. Similarly, a comprehensive inventory of the human and material resources and the existing technological capabilities at the continental level must be taken.

STATEMENT BY THE REPRESENTATIVE OF BURKINA FASO

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Burkina Faso follows with interest and supports ECA activities, particularly the implementation of the First Transport and Communications Decade in Africa (1978-1988).

- The Decade evaluation report is a critical appraisal which highlights the errors or shortcomings as well as the achievements made.

- Considering the positive results achieved so far, it can be said that the Decade was an opportunity for the international community to express its solidarity with Africa within the context if a New International Economic Order.

- While waiting for the final evaluation report from ECA, we can say that the Decade was a testimony of examplary solidarity at sub-regional level, which transcends the pious wishes often expressed but which are never translated into deeds.

- On the idea of a second Decade, Burkina Faso is strongly in favour of the launching of a second Decade to be preceded by a pause in order to better prepare and avoid the errors of the past.

Strengthening the co-ordination of the activities of regional and sub-regional organizations.

- In this connection, we call on the ECA to get in touch with ECOWAS, CEAO and ALG (Liptako Gourma Authority) all of which have a priority plan and a transport master plan. This will facilitate a greater rationalization of projects, depending on the sub-regional nature of the projects listed.

- The priority given to the transport and communications sector is of vital necessity for a land-locked country like Burkina Faso.

STATEMENT BY THE REPRESENTATIVE OF CAMEROON

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Mr. Chairman,

Mr. Executive Secretary of ECA

Dear Colleagues and Commissioner of State,

I take the floor to express on behalf of my delegation my country's deep appreciation to the Government and people of Zaire for the great interest they have in the affairs of Africa and for the sacrifies made to host this important conference.

I would also like to thank the Executive Secretary of ECA, Professor ADEBAYO ADEDEJI for the relentless efforts made to ensure the success of the Transport and Communications Decade which is drawing to a close, despite the particularly severe world situation facing our respective countries.

It is in full cognizance of this rather confused situation that I would like to submit to the attention of the Honourable Ministers here present the considerations that underly my country's commitment to and active participation in our deliberations. It is incumbent upon us and our conference to:

1. be fully aware of the imminent adverse efforts of deregulation in Europe, due to a similar policy practised by the United States with regard to all modes of transport.

2. define in a very short-term and on the basis of a more detailed analysis of the lessons of the first Decade the programme of the second Decade, taking into account the activities to be completed; evaluate the costs and map out the funding strategy. The conclusions of such an analysis should be submitted to our Heads of State for final endorsement at the end of 1988.

STATEMENT BY THE REPRESENTATIVE OF GUINEA

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At this juncture, Mr. Chairman, allow me to comment briefly on the evaluation of the Decade that is drawing to a close and on the post Decade prospects.

In this connection, I wish to register my delegation's deep appreciation for the quality of the documents presented to us. We are aware of the fact that its preparation has not been an easy task. It is indeed a report that dealt in detail with about twelve aspects of the Tansport and Communications Sector, as well as all the Decade implementation mechanisms. It made a detailed analysis of all the series of the Decade activities, namely planning, organization, setting up and co-ordination of regional and sub-regional co-operation, as well as the mobilization of the necessary technical and financial resources.

The team of the Decade evaluators and the ECA Secretariat must be commended for the clarity and contents of the documents submitted to us, considering that the Decade concerns a vast territory composed of above fifty countries, each with its peculiarities.

My delegation is pleased at the significant progress made in the Transport and Communications Sector during the Decade and its impact on the improvement of the living conditions of our peoples. Indeed, the Decade has made it possible to initiate a process which aims at restructuring foreign oriented systems of transport and communications inherited from colonialism and building integrated and harmonized systems with the primary task of stimulating and sustaining Africa's development and socio-economic co-operation as one single entity.

However, Mr. Chairman, despite the very encouraging results obtained, much remains to be done before attaining the objectives that we have set for ourselves. This is why way back in 1984 the delegation if my country proposed to the Fourth Conference of Ministers meeting in Conakry the idea of launching a Second Decade. That proposal has stood the test of time. Today, our Sixth Conference is called upon to pronounce itself on this important question. The Republic of Guinea is convinced of the need for a second Decade. It therefore subscribes to the proposals in that direction and urges

the other African States to work towards its proclamation by the United Nations.

Mr. Chairman,

Dear Colleagues,

While thanking you for your kind attention and wishing our deliberation full success, I would like to say that I subscribe fully to the proposals made by the Honourable Ministers of Cameroon and Morocco regarding the setting up of a specific mechanisms for the Second Decade with a view to ensuring a rapid establishment of an African common market.

STATEMENT BY H.E. AMBASSADOR OLUSEGUN APATA
THE LEADER OF THE NIGERIAN DELEGATION

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Africa has come a long way since the United Nations Transport and Communications Decade for Africa was proclaimed in 1977. The idea for this was enunciated and articulated in this beautiful city of Kinshasa, where in February 1977, the ECA Conference of Ministers decided to recommend to the United Nations to declare 1978 to 1988 as Transport and Communication Decade for Africa. We set ourselves very ambitious targets in Transport and Communication. These areas, we all acknowledge, are crucial for the overall economic development of Africa. It is, therefore, not surprising that the Lagos Plan of Action prominently assigns top priority to these areas.

What has Africa achieved in the Transport and Communication Decade? An expenditure of $13 Billion was recorded in these sectors during the Decade. Africa generated internally 40% of this amount. This is significant when viewed against the tremendous economic difficulties confronting Africa especially in the last 5 years. Our ability to attract 60% external funding is no mean achievement.

In terms of highway, Africa has constructed more kilometres of highways within the last ten years and most of them have regional and sub-regional character - which are the criteria set out for the development of highway when the Transport and Communication Decade was Proclaimed in 1977. Similarly at ECOWAS and PTA levels, physical

barriers to transportation have, to a large extent, been removed through the introduction of brown and yellow cards in ECOWAS and PTA respectively. We have also made significant investments in airport development in various parts of Africa.

Mr. Chairman, although I have tried to briefly catalogue our achievements in the transport and communications decade, I must point out that our achievements fall far short of the targets we set ourselves in 1977. Of course, we can give a variety of reasons for this state of affairs. However, it will not be necessary, at this conference, to catalogue them. What I want to emphasise in drawing our attention to it, is that in setting out the targets for the 2nd decade, we must allow some realism to permeate our ambitions. Besides, the Nigerian delegation will like a period of two years i.e. 1989 and 1990 to be set aside for a very thorough and better preparation, taking into account the lessons learnt from the first decade. The Nigerian delegation, therefore, supports the proposal that for a very thorough preparation for the second decade two years should be set aside. The mistakes of the first decade should not be repeated again. In fact, this proposal will enable us to correct the shortcomings of the first decade.

Before concluding this statement, I wish to pay special tribute to the Executive Secretary of the ECA, Prof. Adebayo Adedeji and the staff of the ECA. Whatever was achieved in the transport and communication decade, a substantial part of the credit goes to the Executive Secretary of the ECA. I believe that I have the support of the distinguished delegates in expressing out gratitude to the Executive Secretary of the ECA.....

INTERNATIONAL MARITIME ORGANIZATION (IMO)

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Within the framework of the United Nations Transport and Communications Decade in Africa, IMO is involved, inter-alia, in the development of training programmes in a number of maritime training institutions in the African region.....

IMO is most pleased to be associated with the United Nations Transport and Communications Decade for Africa (UNTACDA) and to be a member of its Inter-Agency Co-ordinating Committee (IACC); and indeed will continue to support the programme until it ends later this year, however, the task of developing transport and communications within Africa is an enormous one and cannot end with the Decade programme at the end of this year. With similar thinking to that of others, IMO wishes to recommend that a Second Decade be proclaimed as a framework within which these vital tasks could be continued. .....

INTERNATIONAL TELECOMMUNICATIONS UNION (ITU)
SECRETARY GENERAL, MR. R.E. BUTLER

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The ITU has been actively involved, within its areas of specialisation (telecommunications; broadcasting; satellite communications and indeed in the training and development of manpower within these fields) in the implementation of UNTACDA programme. This it has done in close collaboration with the ECA the UNTACDA Lead Agency; the African member States; Regional and subregional Organizations; as well as with the other UN and International Organizations. .....

Without anticipating the achievements of UNTACDA programme, I believe that some important achievements have been made in the Telecommunications sub-section; for example:

As at the end of 1987, about 43,000 kilometres of transmission links of which 35,000 are microwave and 8,000 are sub-marine cables had been installed. These terrestrial and submarine systems have been supplemented by Satellite Earth Stations operating in 41 of the 45 African

countries participating in PANAFTEL. In addition 43 international telephone Switching Centres and 42 International telex exchanges were in service.

With these installations, almost all the network is completed in the Eastern and Southern African subregion and the West African subregion. .....

The ITU is always ready to assist in efforts to develope telecommunications at national, subregional and regional levels for the benefit of all peoples. .....

STATEMENT BY THE REPRESENTATIVE OF UNDP

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As has been rightly pointed out in the evaluation report submitted to us, UNDP has had the prto play a central rule in the implementation of the Decade programme.

Mr. Chairman,

Since 1978, UNDP has contributed to the activities of the Decade Programme Co-ordinating Unit. To date it valuatioprovided a total of US$8 million to the Decade Secretariat within the Economic Commission for Africa in Addis Ababa.

Mr. Chairman,

The evaluation report has highlighted not only the positive results but also the shortcomings in the implementation of the Decade programme. It goes without saying that a careful analysis of the report will help achieve better results during the second Decade which your Conference is planning to proclaim, with a better preparation during the 2 years pause.

The UNDP will continue to lend its support to the efforts of African countries in the transport and communications sector in accordance with the provisions of the United Nations Economic Recovery Programme for Africa.

However, Mr. Chairman, it is our duty to inform you that UNDP's future action with regard to the Transport and Communications Sectors at regional level will depend on the results and decisions of this

conference, as well as on the conclusions and recommendations emanating from the evaluation of UNDP assistance to the Decade Secretariat, which will be undertaken in September 1988.

Finally, Mr. Chairman, on behalf of Mr. Pierre Claver Damiba, Regional Director of UNDP, I would like to express our best wishes to you and your colleagues for a successful meeting.

STATEMENT BY THE REPRESENTATIVE OF THE WORLD BANK

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The World Bank have increasingly shared the view of ECA and others that increased economic cooperation among African countries and eventually integration of African markets are needed to offset the disadvantages of the many small national markets. In fact, the coordination of economic policies and regional development projects offer opportunities for faster growth by exploiting synergies and gaining from trade while realizing economy of scale. The lack of efficient transportation facilities and inadequacies of the telecommunication systems are among the major obstacles standing in the way of economic integration.

Quite a few countries have already seen good responses to their new economic policies, especially in agriculture. We can expect that other African countries will start to resume their growth as well. This translates into a higher demand for transport and telecommunication services. African countries will wish to prepare themselves both for this increased demand and for developing regional facilities by producing appropriate capacity, physical and institutional, and make sure that the transportation and telecommunication sectors do not become major bottlenecks to development.

In light of our recognition to give top priority to projects and programs aiming at improving regional integration, we welcome the attention given at this meeting to the further improvement of transport and telecommunication facilities beyond national borders. Of course, the need for such international transport and other communication links will depend critically on the success of regional integration efforts stimulating intra-African flows of trade and services. We also welcome the two-year period earmarked for the preparation of the next decade. Let me express our hope that this period-2-

be used to learn from the past, assess the present situation and prospects in transport and communications, and prepare for programs of action dealing not only with the physical constraints, but also addressing the problem of efficiency. We have learned with many of our African borrowers that lack of efficiency in the transport system can be the major bottleneck - and similar problems are being faced in many African countries. Although the solutions and reforms to achieve higher efficiency in transport and communication services need to be specific for each country, the analyses of the problems and the research for solutions merit to be addressed at the Africa wide level. It would certainly be helpful for decision-makers to stand on solid ground in this respect before entering the next transportation decade.

Let me reassure the meeting that the World Bank will continue to recognize the importance of transportation - as well as communication - in Africa's recovery through our operational programs, especially through addressing road deterioration, and new infrastructure projects in support of regional integration.

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CLOSING STATEMENT BY THE MINISTER OF TRANSPORT AND COMMUNICATIONS ZAIRE

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In my opening statement to the Sixth Session of the Conference of African Ministers and State Commissioners of Transport, Communications and Planning on Wednesday 23 March 1988, I had expressed the wish to see this meeting come up with historical decisions and be written in golden letters in the history of our continent, while remaining a memorable one as many other previous meetings to which we continuously refer guide us still today in our joint actions.

As a matter of fact, the adoption of a Transport, Communications and Planning decade is still to date a memorable event and one of the objectives of this Sixth meeting was indisputably to determine the future, after making a stop to evaluate what we have achieved together during the past ten years within the framework of a common programme of this first Decade.

Historical decisions - I consider for my past with relief and pride that Resolution No. 88/73 on the proclamation of a Second Transport and Communications Decade in Africa, constitutes the most important and brillliant result of this meeting.

This decision is a victory for African countries for it translates their firm determination to pursue their cooperation to achieve the physical integration of the continent so as to further strengthen its unity.

The development of means of transport and communications remains the foundation par excellence on which depends the development of all the other sectors.

At the continental level, if the economic penatration is very weak, it is not only because of the small size of our national economies but particularly because of the lack or inadequacy of intra African Communications which is one of the major and financially most difficult obstacles to be overcome on the path of economic integration.

Strengthening of African Unity is indispensable at all levels and as of now and as regards the area of air transport where our continent must organize itself effectively to ensure its survival, the resolution adopted in this regard to convene a special Conference of Ministers in charge of Civil Aviation is of very great importance.

Litho in United Nations (UNECA), Addis Ababa

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